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ABSTRACT

This report details current state efforts to promote responsible fatherhood, identifies and profiles specific strategies to encourage fathers to be responsible, and summarizes state father-related data. Chapter 1, "Setting the Context," provides a rationale for the policy interest in fathers and presents the methodology for the study. Chapter 2, "Fatherhood: A National Profile," presents national demographic data and state variations on children in father-absent families; profiles noncustodial and single-parent fathers; and provides father employment, education, and income statistics; and information on child support. Chapter 3, "What the States Say: Toward a Policy Framework for Responsible Fatherhood," summarizes the findings based on state reports, provides in-depth information on the range of state strategies and activities, and discusses issues for the future. Findings revealed a high level of interest in promoting responsible fatherhood, with most states implementing or planning public awareness campaigns and programs to prevent unwanted or too-early fatherhood, strengthen fathers' roles as contributors to economic security of children, enhance their role as nurturers of children, and build leadership capacity to implement a fatherhood agenda. Chapter 4, "State-by-State Summaries of Specific Fatherhood-Related Strategies, Policies, and Indicators," provides a synopsis of each state's strategies to encourage responsible fatherhood and a summary of indicators from 1990-1995 related to families, work, schooling, poverty, and child support. Chapter 5, "State-by-State Descriptions of Fatherhood-Related Strategies and Policies," describes specific state program and policy approaches, based on information collected in early 1997. Appendices include the state policy checklist, indicator summary tables, trend data, and state contacts. (KDFB)

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MAP AND TRACK

STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

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Map and Track

State Initiatives to Encourage Responsible Fatherhood

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National Center for Children in Poverty

The NATIONAL CENTER FOR CHILDREN IN POVERTY was established in 1989 at the School of Public Health, Columbia University, with core support from the Ford Foundation and the Carnegie Corporation of New York. The Center's mission is to identify and promote strategies that reduce the number of young children living in poverty in the United States, and that improve the life chances of the millions of children under age six who are growing up poor.

The Center:

- Alerts the public to demographic statistics about child poverty and to the scientific research on the serious impact of poverty on young children, their families, and their communities.
- Designs and conducts field-based studies to identify programs, policies, and practices that work best for young children and their families living in poverty.
- Disseminates information about early childhood care and education, child health, and family and community support to government officials, private organizations, and child advocates, and provides a state and local perspective on relevant national issues.
- Brings together public and private groups to assess the efficacy of current and potential strategies to lower the young child poverty rate and to improve the well-being of young children in poverty, their families, and their communities.
- Challenges policymakers and opinion leaders to help ameliorate the adverse consequences of poverty on young children.

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When fathers take responsibility for their children, everyone benefits. Children can have a relationship with both parents and their extended families, and both parents can share the responsibilities of raising children, including financial support and child care.

Governor Christine Todd Whitman, 1997
State of New Jersey

I believe that, if we are serious about making Colorado the best place to raise a child, we have got to make a father's contributions to his child—both in terms of finances and parental nurturing—an absolute priority. And we have to be more clear, as a society, about how we value those contributions.

Governor Roy Romer, 1997
State of Colorado

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This report is dedicated to Stanley E.J. Bernard, who was born during the course of writing it, and who is teaching his father how challenging and gratifying responsible fatherhood can be.

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Executive Summary

Why Focus National Attention on Fathers

Fathers have always been important to children. The work of practitioners and researchers suggests that most fathers are a vital source of caring and nurturing, as well as of financial support to their children. Fathers provide child care and role models; they set expectations; and they help children navigate sometimes complex relationships, including family relationships strained by father absence. Father involvement is important not only to children and their mothers, but to the men themselves. It helps to promote adult psychological development, contributes to self-esteem, and strengthens father-child relationships.

Yet, in part, because of changing demographic and economic conditions, a growing number of fathers, particularly single-parent fathers and nonresident fathers*—those fathers who do not live with their children—are having difficulty carrying out the two most basic tasks of fatherhood: fostering economic security for their children and promoting close, nurturing relationships. There is also a growing, and often, from a policy perspective, ignored group of fathers who are single parents. Like single mothers, they are faced with special stresses about balancing parenting and work regardless of income.

This report turns the spotlight on the states' role in promoting responsible fatherhood. It provides an overview of trends across the states, identifies and profiles specific state strategies to encourage fathers to be responsible, and summarizes state by state fatherhood-related data.

Why *Map and Track Fathers*

Policy interest in fatherhood has been fueled by three sets of realities. The first is the demographic picture of fatherhood, and particularly the reality of father absence, which takes a toll not only on individual children and families, but also on communities. The second is the growing practice-based experience suggesting that fathers who face barriers in connecting positively with their children can be helped through responsive program strategies. As program models emerge, there is new interest in evaluating and trying the

* In this report, the terms nonresident fathers and noncustodial fathers are used interchangeably to refer to fathers who are not living in the same household as their children. However, technically, a nonresident father may also be a custodial father, e.g. one sharing joint custody with a resident mother.

approaches on a larger scale, to help more fathers. Third, over the past decade, there have been efforts at the national level to focus both policy and program attention on fathers, first through the Family Support Act of 1988, and most recently, through the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, as well as through the growth of national organizations interested in fatherhood.

There are two compelling reasons for states to focus on fatherhood. The first is that children who are regularly and positively connected to their fathers, either in the home or out of it, tend to do better in school, not become involved with the juvenile justice system, and get along better with their peers. The second reason is that it is in the states' fiscal interest. Children whose fathers do not contribute to their economic security burden the states and other taxpayers.

Map and Track Fathers focuses on four core questions:

1. To what extent are states providing leadership in developing policies and practices that promote responsible fatherhood from economic, psychological, and social perspectives?
2. To what extent are state policies and practices responsive to the complex picture of fatherhood that has emerged during the past decade?
3. What specific strategies are states developing to promote responsible fatherhood, and how do these vary from state to state?
4. What are the lessons from the current status of state efforts to promote responsible fatherhood for future state efforts?

To answer these core questions, *Map and Track Fathers* provides two basic types of information:

- state-by-state indicators intended to create, to the extent possible, a profile of fathers and fatherhood in each state; and[1]
- state-by-state information about actual policies and practices.

The state-by-state indicator data are organized to highlight different aspects of the fathering role: what kinds of families fathers were or are a part of; the extent to which they establish paternity or are divorced; what level of schooling they have; what their average income is; how many of them are living in poverty; how many are raising children on their own; and how many actually pay child support.

The information about current state policies and practices is organized to highlight five types of state strategies, including those that are intended to:

- increase public awareness about responsible fatherhood;
- prevent unwanted or too-early fatherhood;
- promote fathers' economic responsibility as providers;
- encourage fathers as nurturers and enhance family and other social relationships; and

- build leadership capacity around fatherhood issues at both the state and local levels.

Together, the dual focus of the analytic framework on the economic and psychological roles of fathers, and efforts within the states to build leadership capacity set the stage for developing a more coherent agenda to encourage responsible fatherhood in the future.

How *Map and Track Fathers* Was Developed

The methodology for *Map and Track Fathers* was developed by the National Center for Children in Poverty (NCCP) for a biennial report entitled *Map and Track: State Initiatives for Young Children and Families.*[2] The report also builds on the work of the Council of Governors' Policy Advisors (CGPA), which surveyed the states in 1996 for their report *What the States Are Doing to Promote Responsible Fatherhood: A National Survey*[3] and draws on the practitioner-based knowledge synthesized by the National Center on Fathers and Families as well as their extensive reviews of the literature.[4]

For *Map and Track Fathers*, building on the network of contacts used for the CGPA report, staff in each of the governors' offices as well as the District of Columbia and Puerto Rico were contacted to get an overview of fatherhood-promoting policies. Contacts were asked to update the CGPA's data and describe any changes in the state since that information was collected. State profile information was synthesized and then sent to the primary state contacts for review. The data were gathered between February and May of 1997 by the staff of both NCCP and the CGPA. The analysis is based on responses from all 50 states, the District of Columbia, and Puerto Rico. Thirty-nine states responded to both the CGPA and NCCP surveys. Four states and Puerto Rico responded only to the CGPA survey; eight states responded only to the NCCP survey.

It should be underscored that this report reflects what each state considers to be part of its efforts to promote responsible fatherhood. It is not, therefore, a complete account of all that others might consider relevant (for example, some states provided considerable information on welfare-linked strategies, while others did not). Further, it does not reflect the attention to fathers that is emerging all across the country at the local level, independent of state agendas or policies. Instead, it captures a point-in-time state response on an issue of critical importance to the well-being of children. (We anticipate issuing an updated edition in 1999.)

A National Profile of Fatherhood

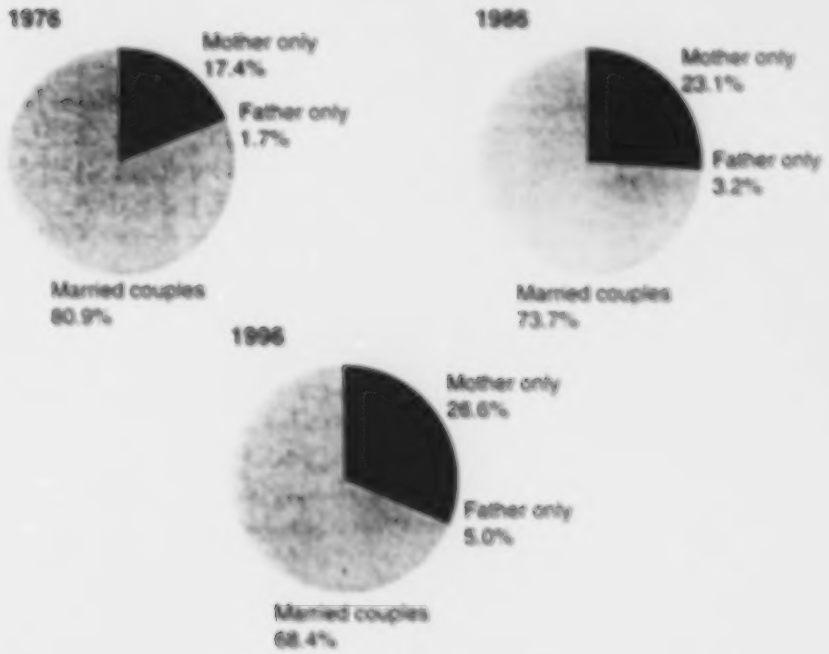
Fathers, Children, and Families

Most children grow up in families with fathers present. Almost 70 percent of families with children are two-parent families.* But, a significant number of children live in families without fathers. In 1996, 27 percent of all families were headed by mothers only. Never-married teen mothers made up 1 percent of all mothers and almost 5 percent of all unmarried mothers. Another 5 percent of families were father-only families. (See Figure 1.)

Trend data highlight dramatic changes in family formation patterns over the last 20 years. The number of children under age 18 in two-parent families has decreased by 9 percent; the percentage of children in father-only families has grown by 220 percent, and in mother-only families by 56 percent.

Father absence is a significant concern both from the perspective of the families, and society at large. It is estimated that there are some 8 to 10 million noncustodial fathers. Sixty percent of these are white, 40 percent are men of color.[5] In 1996, 17 million children were affected by father absence.** Fathers who are not present are less likely to be able to fulfill the dual tasks of parenting—providing nurturing and economic support.

Figure 1
Percentage of Families of Various Types, 1976–1996



Source: NCCP analyses of data from the U.S. Bureau of the Census, March Current Population Surveys

* National level statistics refer to 1996 in the description of family structure and schooling, and to 1995 in the discussion of poverty, unless otherwise noted. Due to small annual sample sizes, state-level statistics refer to 1991–1995 in the description of family structure and schooling and to 1990–1994 in the discussion of poverty unless otherwise noted.

** This number of children refers specifically to those in mother-only families. An additional 3.1 million children live in families in which neither parent is present.

The data also compel attention to the reality of custodial, single-parent fathers. The 2.8 million children in father-only families represent 14 percent of all children in one-parent families. In 11 states, father-headed families comprise more than one-fifth of all single-parent families.

Fathers, Children, and Work

National data on fathers and work must be pieced together. No national or state-by-state data are available on the percentage of fathers in low-wage jobs. Nationally, the median annual income of men ages 18–64 was $28,364 for 1990–1994.

Trend data indicate that the proportion of children in families with a father working full-time has shown slight growth, while children with mothers working full-time has increased steadily. However, over 20 percent of children under age 18 have resident fathers who are either unemployed or working part-time. Over half of low-income, noncustodial fathers work intermittently, and only one-third have full-time jobs.[6]

Fathers, Children, and Schooling

Close to half (48 percent) of all children under age 18 have fathers who did not graduate from high school (15 percent), or whose schooling stopped with a high school degree (33 percent). For mothers, 37 percent graduated from high school, and 17 percent dropped out.

While trend data suggest that over a twenty-year period more parents are graduating from high school, nonetheless the fact that close to half of all fathers, and over half of all mothers, lack more than a high school degree has direct implications for the ability of both parents to support their children. As jobs require increased education and skills, the challenge of ensuring that fathers, as well as mothers, are able to support their offspring is great, and likely to become even greater.

Fathers, Children, and Poverty

Poverty is a major risk factor for children, affecting their schooling, health, and general well-being in consistent and sometimes very dramatic ways.

The poverty rate for children under age 18 in two-parent families, in 1995, was 10 percent. When fathers in these families worked full-time, but the mother was not employed, the poverty rate was 13 percent. This represents a 136 percent increase over two decades. Close to half of all children in mother-headed families, or 8.2 million children, lived in poverty (48 percent). For children whose mothers in these families worked full-time, the poverty rate was almost 18 percent. For father-only families, another 1.9 million families, the poverty rate was 22 percent, less than half of that for mother-headed families, affecting 600,000 children.

Fathers, Children, and Child Support

Contributing to the economic security of children is a parental responsibility, whether or not a parent is in the home.

Close to half of all children with absent parents lack child support orders. (That means fathers are not formally required to provide support to them.) Even if there are orders, it does not ensure support. Close to 40 percent of custodial mothers and one-quarter of custodial fathers do not receive support even if they are awarded it.[7]

National data indicate that child support enforcement agencies collect from 19 percent of their total caseloads: 12 percent from families receiving welfare benefits and 27 percent from families not receiving welfare benefits.[8]

National data also suggest that fathers who have visitation rights and/or joint custody are more likely to pay child support than fathers who do not. Eighty-five percent of nonresident fathers with joint custody and 79 percent of those with visitation rights paid some or all of the child support owed, compared with 56 percent of those with neither visitation nor custody.[9]

The myths about deadbeat dads do not take into account that many absent fathers are themselves poor. One study estimated that between 15 and 25 percent of nonresident fathers had annual incomes below $5,000, while only 10–15 percent had annual incomes at $40,000 or above.[10]

Low-income, nonresident fathers pay disproportionately more of their income to child support than high-income fathers, sometimes up to two and one-half times as much.[11] However, when low-income, custodial parents (mothers or fathers) receive child support, they receive it at the same rate as nonpoor, custodial parents.[12]

Implications of Fatherhood Indicators for State Policy

1. Most children still grow up in two-parent families, but 17 million children are affected by father absence. Each year, one million children are born to unwed parents, and another million are newly affected by divorce. Close to three million children are being raised by their fathers only.

2. The data underscore the magnitude of the economic challenges facing both resident and noncustodial fathers because of limited schooling, part-time work, unemployment, or some combination of these factors. There are deadbeat dads, but there are also noncustodial fathers too poor to pay child support, fathers in two-parent families who earn too little to bring their children out of poverty, and fathers raising children alone with little income.

3. There are clearly different subgroups of fathers. A one size fits all fatherhood agenda will not achieve desired outcomes either for the children, their families, or the state. Therefore, state strategic plans need to be linked to the profile of fatherhood in each state.

An Overview of State Findings

Paying Attention to Fatherhood

There is a high level of interest across the states in promoting responsible fatherhood, although strategies differ in intensity and scope, and target groups of fathers vary. Strategies include: promoting public awareness, preventing unwanted or too-early fatherhood, enhancing fathers' roles as contributors to the economic well-being of their children, strengthening their ability to be involved in a positive way with their children, and developing local and state leadership.

- Fifty states, the District of Columbia and Puerto Rico, all report one or more activities to promote responsible fatherhood. These activities involve strategies with different foci and scope and are targeted to different groups of fathers. (See Appendix B for a detailed summary of what the 50 states and two jurisdictions reported.)
- Seven states (Arizona, Hawaii, Maryland, Massachusetts, Michigan, New Jersey, and New Mexico) report activities that cluster in each of the five areas highlighted in the report. Twelve states and Puerto Rico report only one or two activities. The remaining states report activities in three or four areas. (See Map 1.)

Promoting Public Awareness

Thirty-nine states report implementing (36) or planning (3) public-awareness strategies.

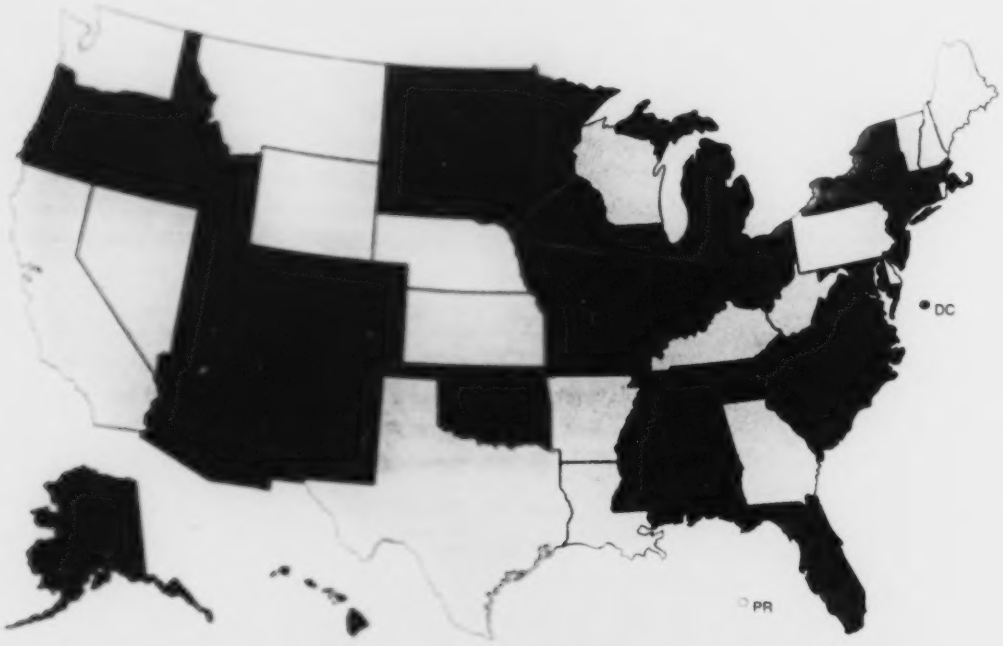
- Three-quarters of these involve promotional activities, brochures, and the use of internet or public service announcements.
- In most states, the message to fathers is how important they are for their children. In a minority of states (5), the message is intended to threaten or intimidate fathers who do not pay child support.
- In seven states, the strategies are linked to a larger agenda involving either programs or state and community mobilization.

Preventing Unwanted or Too-Early Fatherhood

Forty states report implementing (37), planning (2), or piloting (1) strategies to prevent unwanted or too-early fatherhood. Of these:

- Twenty-one states report implementing (18) or piloting (3) school- or community-based, program-linked strategies. Often these involve adding a male involvement component to teen pregnancy prevention activities. Some states also provide special services for teens who are already fathers. Eight states report developing curricula, usually for middle school students, to teach responsible fatherhood, with another five planning or piloting such curricula.

Map 1: Level of Reported State Effort* to Promote Responsible Fatherhood



State reports implementing one of the five strategies—4 states.

State reports implementing two of the five strategies—9 states.

State reports implementing three of the five strategies—17 states.

State reports implementing four of the five strategies—15 states.

State reports implementing five of the five strategies—7 states.

Note: The map does not include pilot or planned initiatives. (See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives.) State refers to all 50 states plus the District of Columbia and Puerto Rico.

*Level of reported state effort is defined as implementing strategies intended to:

- Promote Public Awareness About Responsible Fatherhood
- Prevent Unwanted or Too-Early Fatherhood
- Enhance Fathers as Economic Providers
- Strengthen Fathers as Nurturers
- Promote Leadership Capacity

States Reporting Strategies Intended to:

Promote Public Awareness [38]		Prevent Unwanted or Too-Early Fatherhood [37]		Enhance Fathers as Economic Providers [44]		Strengthen Fathers as Nurturers [32]		Promote Leadership Capacity [18]
Alabama	Missouri	Alabama	Missouri	Alabama	Nebraska	Alaska	Montana	Alabama
Alaska	Montana	Alaska	Nevada	Alaska	New Hampshire	Arizona	Nevada	Arizona
Arizona	New Hampshire	Arizona	New Hampshire	Arizona	New Jersey	Arkansas	New Jersey	Colorado
Arkansas	New Jersey	California	New Jersey	Arkansas	New Mexico	California	New Mexico	Florida
California	New Mexico	Connecticut	New Mexico	Connecticut	New York	Connecticut	Oklahoma	Hawaii
Colorado	New York	Delaware	North Carolina	Delaware	North Carolina	Delaware	Pennsylvania	Indiana
Connecticut	North Carolina	DC	North Dakota	DC	North Dakota	Florida	Texas	Iowa
Georgia	Oklahoma	Florida	Ohio	Florida	Ohio	Hawaii	Utah	Maryland
Hawaii	Oregon	Georgia	Oklahoma	Georgia	Oklahoma	Idaho	Vermont	Massachusetts
Idaho	Rhode Island	Hawaii	Oregon	Hawaii	Oregon	Illinois	Virginia	Michigan
Illinois	South Carolina	Idaho	Rhode Island	Idaho	Puerto Rico	Indiana	Wisconsin	Minnesota
Indiana	Tennessee	Illinois	South Dakota	Illinois	Rhode Island	Iowa	Wyoming	Missouri
Iowa	Utah	Indiana	Tennessee	Iowa	South Carolina	Kansas		New Jersey
Kansas	Virginia	Kentucky	Texas	Kansas	South Dakota	Louisiana		New Mexico
Kentucky	West Virginia	Louisiana	Vermont	Kentucky	Tennessee	Maine		North Carolina
Louisiana	Wisconsin	Maine	West Virginia	Maine	Texas	Maryland		Oregon
Maryland		Maryland	Wyoming	Maryland	Vermont	Massachusetts		Tennessee
Massachusetts		Massachusetts		Massachusetts	Virginia	Michigan		Virginia
Michigan		Michigan		Michigan	Washington	Minnesota		
Mississippi		Minnesota		Minnesota	West Virginia	Missouri		
				Mississippi	Wisconsin			
				Montana	Wyoming			

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- Seven states report addressing issues related to statutory rape. Efforts range from significant commitment of dollars (California) to messages from the Governors to informal efforts to raise awareness among district attorneys.
- Of the 40 states reporting strategies to prevent too-early or unwanted fatherhood, almost one-third reported implementing two or more strategies, the remainder, only one strategy.

Enhancing Fathers as Economic Providers

Forty-six states are implementing (44), planning (1), or piloting (1) strategies to strengthen fathers' roles as contributors to the economic security of their children. Most of the efforts reported link a fatherhood agenda with a welfare reform agenda.

- Twenty-six states report, as part of a fatherhood agenda, implementing (25) or planning (1), some kind of license revocation strategy, designed to force noncustodial parents to pay any owed child support.
- Twenty-five states report, as part of a fatherhood agenda, implementing (18), planning to implement, or implementing on a pilot basis (7) job-linked services for noncustodial fathers, including those defined as able-bodied Food Stamp recipients.
- Twenty-five states report, as part of a fatherhood agenda, extending (24) or planning to extend (1), benefits to two-parent families, thus encouraging two-parent, low-income families to remain together.
- Twenty-nine states report, as part of a fatherhood agenda, enhancing existing paternity establishment procedures (27) or planning to (2), typically involving an in-hospital effort, ranging from providing brochures, to simplifying procedures, to linking both parents with support services at the time of birth.
- Five states report, and one is planning, as part of a fatherhood agenda, other explicit strategies to enhance child support collection, including, in two instances, special outreach efforts to mothers through Head Start and health clinics.
- Eleven states report other strategies to increase income to fathers as part of a fatherhood agenda, including Alaska and New Jersey, which reported minimum wages higher than the federal standard,[13] and Vermont and Maryland, which reported state Earned Income Tax Credit programs.[14]

Strengthening Fathers' Roles as Nurturers

Forty states report, as part of a fatherhood agenda, implementing (32), planning to implement (4), or implementing on a pilot basis (4) strategies to enhance fathers' roles as nurturers.

- Fourteen states report implementing (12), or planning to implement (2), strategies involving either mandatory or voluntary counseling or mediation for divorcing families to buffer the impact on children. Three states are currently addressing visitation issues. Six states report planning to

develop visitation strategies to promote the involvement of noncustodial parents (primarily fathers) with their children.

- Eight states report specific efforts to enhance the parenting skills of incarcerated men on a statewide basis. (Four states report similar strategies targeted to incarcerated juveniles.)
- Five states (four implementing and one pilot) report special efforts to address parenting issues through a fathers' lens in strategies to help attach low-income, noncustodial fathers to the workforce. (It may be that other states are doing this as well, but did not report it explicitly.)
- Five states (four and one planned) reported efforts to improve the workplace for fathers and families, in two instances through state family and medical leave legislation,[15] and in the other three by calling public attention to work and family issues.
- Six states report making parent education and support available to fathers regardless of income, with another three piloting them. (No state reported any explicit strategies targeted to fathers raising children alone.)

Building State and Local Leadership Capacity Around a Fatherhood Agenda

Twenty states reported explicit efforts to build (18) or plan to build (2), leadership capacity to develop and implement a fatherhood agenda.

- Three states report specific state personnel designated to lead the fatherhood effort (in two instances in the Governors' offices). Eleven states reported (8), or were planning (3), leadership through state-level interagency mechanisms and/or statewide commissions or task forces. (One state, Colorado, reported both.)
- Six states report (5) or plan (1) some kind of community mobilization strategy linked to fathers or to young men. In two instances, the explicit focus is on teens.
- Eight states report efforts (7) or plans (1) to build programmatic leadership around fatherhood through mini-challenge grants to communities. In some instances, these are for male involvement strategies explicitly, in others, such a focus is encouraged as part of a broader effort to enhance community-based programs. In two instances, the efforts are funded with reinvestment dollars from welfare savings.

Putting the Findings in Perspective

This report reveals not only great interest among the states in promoting responsible fatherhood, but also enormous energy in the level of activity and diversity in the approaches. Thus, it suggests a very powerful framework upon which to strengthen the leadership by the states in promoting responsible fatherhood. At the same time, it also suggests at least five areas for greater focus as well as new opportunities to create not just more activities, but a more coherent agenda.

1. Despite the range of strategies, they do not necessarily match the demographic profile of fathers within each state, nor is there a deliberate effort to tailor strategies to reach different groups of fathers. Only three states (Illinois, Oklahoma, and Vermont) report explicit program strategies targeted to fathers in three or more of the subgroups of fathers that the profile of fatherhood in Chapter 2 suggests are important.

2. Although there are clear links between a fatherhood agenda and a welfare reform agenda, linkages with other state initiatives to enhance outcomes for children and families are not so clear. Thus, only six states report an explicit effort to build a focus on fathers into its programs for young children and families. Yet other research suggests considerable state activity in building family support strategies, particularly through early childhood initiatives.[16]

3. Although links with a welfare reform agenda are very strong with respect to engaging noncustodial fathers in jobs and parenting (that is, enhancing economic and nurturing roles), issues such as domestic violence and the impact of sanctions for families on children do not appear to be connected with a fatherhood agenda. Thus, in the context of fatherhood activities, only one state, Tennessee, reported an explicit strategy to address domestic violence.

4. With some exceptions, states have focused very little effort on evaluating the impact of their fatherhood initiatives on the well-being of children. States are assessing changes in child support collection rates, but only one state, Oregon, reported this as part of its annual accounting of statewide performance on behalf of children and families. No state reported efforts to assess the impact of newer strategies, such as license revocation, or public-awareness campaigns.

5. Although in a few states, gubernatorial or high-level, cross-system, statewide leadership has been identified, in many other states, leadership for fatherhood initiatives is either within one agency (typically child support enforcement) or scattered across agencies and not governed by any overall strategic plan.

What Can States Do? Opportunities for the Future

This report has highlighted the current status of states' efforts to promote responsible fatherhood. It concludes with a set of recommendations that grow from its focus both on increasing the leadership capacity within the states, and on developing and testing strategies to enhance fathers in their roles as both economic providers and nurturers.

To build leadership to encourage responsible fatherhood states can:

- Provide high-level, state leadership and develop a strategic plan to promote a coherent responsible fatherhood agenda that addresses the needs of a variety of fathers from both an economic and nurturing perspective.

- Link community mobilization strategies with a fatherhood agenda.
- Use a mini-grant challenge program to ensure that there is attention to fathers in local programs intended to strengthen families and communities.
- Build the capacity to evaluate the impact of strategies and policies to promote responsible fatherhood, including those that use punitive as well as incentive, or supportive approaches. Assess the impact on different groups of fathers.

To increase fathers' roles as economic providers for their children states can:

- Fully and creatively implement welfare reform strategies to permit families to remain together and ensure that fathers as well as mothers have access to help in gaining and keeping employment.
- Take steps (for example, increasing the minimum wage or enacting state Earned Income Tax Credit legislation) to reduce pressures on low-wage workers (both mothers and fathers).
- Work to aggressively improve high school graduation rates and post secondary education for low-income men, including providing opportunities for those fathers who have dropped out of school to reconnect to educational institutions.
- Pay attention to strategies to help fathers be involved with their children as a central part of a child support enforcement strategy.
- Identify opportunities to help custodial parents access child support (for example, using Head Start, as Kentucky does, or other family-friendly programs).

To increase fathers' ability to nurture their children states can:

- Explicitly include father-focused parenting strategies as part of state parent education and family support efforts. This means building links with programs to enhance outcomes for young children through such programs as Healthy Start, Parents as Teachers, Family Resource Centers, Head Start, and state pre-kindergarten programs.
- Ensure that job-linked strategies for nonresident, low-income fathers include a strong focus on parenting and building positive family relationships.
- Provide opportunities for divorcing families to have access to counseling, mediation, or other strategies to buffer the impact on children, as well as efforts to prevent family disruption before divorce.
- Promote father/family-friendly workplace policies as a major state employer, and work in conjunction with the business and corporate community to promote father/family-friendly, private sector workplaces.
- Use the state's own work-related policies as a laboratory to model father-friendly policies.

- Develop protections for children and mothers who might be at risk of domestic abuse and/or severe conflict through reengagement of nonresident fathers.
- Ensure that there are specific strategies to help groups of fathers facing especially difficult parenting challenges, including teen fathers, single custodial fathers, fathers of children with special needs, and incarcerated fathers.

Conclusion

The level of activity within and across the states focused on promoting responsible fatherhood both from an economic and a social and psychological perspective is substantial. Particularly with respect to nonresidential fathers, there seems to be growing recognition that they are a diverse group. Thus, states are beginning to create policy strategies targeted to different subgroups of nonresident fathers. States have paid less sustained attention to fathers raising children alone, or to workplace/father/family-friendly policies.

At the same time, although there is similarity across the states in some aspects of the strategies that are emerging, there is neither a value-based consensus, nor research-based evidence about what approaches work best for which group of fathers. Together, the message this sends is clear. There is enormous opportunity for innovation and leadership by the states in this emerging area of policy development, and there is a critical need for thoughtful assessment to inform the innovations.

Endnotes

1. These statistics are based largely on NCCP analyses of Current Population Survey data. (For details, see chapters and Appendices C and D.)

2. Knitzer, J. & Page, S. (1996). *Map and track: State initiatives for young children and families.* New York, NY: National Center for Children in Poverty, Columbia School of Public Health.

3. Brenner, E. & Orr, D. (1996). *What states are doing to promote responsible fatherhood: A national survey.* Washington, DC: Council of Governors' Policy Advisors. A companion report, Brenner, E. & Horn, W., (1996), *Seven things states can do to promote responsible fatherhood.* Washington, DC: Council of Governors' Policy Advisors and Lancaster, PA: National Fatherhood Initiative, also contributed to this report.

4. Since its creation in 1994, the National Center on Fathers and Families has prepared a series of database bibliographies containing abstracts, annotations, and citations to key documents focusing on the role of fathers, as well as literature reviews and research reports. These are organized around Core Learning topics based on practitioner research. Topics are: fathers care, father presence matters, joblessness and unemployment, systemic barriers, co-parenting, role transitions, and intergenerational learning.

5. Sorenson, E. (1996). *Low-income noncustodial fathers: Who are they and what are states doing to assist them in their efforts to pay child support?* Washington, DC: The Urban Institute.

6. *Ibid.*

7. Scoon-Rogers, L. & Lester, G. H. (1995). *Child support for custodial mothers and fathers: 1991* (Current Population Reports, Consumer Income Series P60-187). Washington, DC: U.S. Department of Commerce, Bureau of the Census.

8. U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1997). *Child support enforcement: 20th annual report to Congress for the period ending September 30, 1995.* Washington, DC: U.S. Department of Health and Human Services, Office of Child Support Enforcement.

9. See endnote 5.

10. Seltzer, J. A. & Meyer, D. R. (1996). Child support and children's well-being. *Focus,* 17(3), pp. 31-36. (This article is based on a chapter in K. Bogenschneider; E. Ragsdale; & K. Linney (Eds.), (1995), *Child support: The effects of the current system on families.* Madison, WI: Center for Excellence in Family Studies, University of Wisconsin, Madison, School of Family Resources and Consumer Science, pp. 9–32.

See also Meyer, D. R. (1995). The effect of child support reforms on the economic status of noncustodial fathers. Princeton, NJ: Unpublished. Paper presented at the conference, The Effects of Child Support Enforcement on Nonresident Fathers, sponsored by the Annie E. Casey Foundation, the Ford Foundation, and the Russell Sage Foundation. (Proceedings, in press, by Russell Sage Foundation.)

11. Sorenson, E. (In press). *Noncustodial fathers and the Earned Income Tax Credit.* Washington, DC: The Urban Institute.

12. See endnote 7.

13. Seven states presently have minimum wages above the federal level ($4.75/hour increasing to $5.15/hour in September 1997), ranging from $5.18/hour in Connecticut to $6.15/hour in the District of Columbia. Seven states have developed their own Earned Income Credit programs in addition to the federal program (Iowa, Maryland, Minnesota, New York, Rhode Island, Vermont, and Wisconsin).

Lav, I. J. & Lazere, E. B. (1997). *A hand up: How state Earned Income Credits help working families escape poverty, 1997 ed.* Washington, DC: Center on Budget and Policy Priorities.

14. Many states did not report a state Earned Income Credit or a state minimum wage above the federal level as part of their fatherhood strategies and therefore were not counted for this report, although they have such legislation. See endnote 13 for a description of what states are doing regarding EIC and minimum wage provisions.

15. The most recent research suggests that 11 states and the District of Columbia have enacted leave laws that guarantee the jobs of working women and men when they must be out of work temporarily for family or personal medical reasons. Thirteen other states provide some kind of job guarantee for family and medical reasons for state employees only.

See Women's Legal Defense Fund. (1994). *State laws and regulations guaranteeing employees their jobs after family and medical leaves.* Washington, DC: Women's Legal Defense Fund.

16. See endnote 2.

CHAPTER 1

Setting the Context

"I told them I could not work nights [after the post office eliminated my day job] because I had a ten-year-old son and I am a single parent. I cannot afford child care on one income, plus I would not be able to be a parent for my son. Being with my son two days a week is not a good way to be a parent. They said they don't care. The topper is, they hired temps to do my day job. I just don't know where to turn."

Single Father, Rural Town[1]

"So many songs by young African-American rappers refer to not having a father around, but nobody seems to be listening. Not Democrats. Not Republicans. Not older African-American political leadership (but they'll all bark like a pitbull over the lyrics they don't like)."

Bill Stephney
Chief Executive, Stepsun Music[2]

Why Focus National Attention on Fathers

Over the past decade, much policy and program attention has been focused on mothers, designed to help them meet the demands of parenting and to address the work and family issues that arise as more and more mothers enter the workforce. Recently, however, there has been recognition of a parallel need, turning the spotlight on the role of fathers. Thus, there is growing attention to the importance of fathers not only in providing economic support for their children, but also in nurturing and assuring their well-being. The attention focuses on both fathers who live with their children, and fathers who do not.[3]

Clearly, fathers have always been important to children. The work of practitioners and researchers suggests that most fathers are a vital source of caring and nurturing, as well as of financial support to their children. (See Box 1.1.) Fathers provide child care and role models; they set expectations; and they help children navigate sometimes complex relationships, including family relationships strained by father absence. Father involvement is important not only to children and their mothers, but to the men themselves. It helps to promote adult psychological development, contributes to self-esteem, and strengthens father-child relationships.[4] Yet, in part because of changing demographic and economic conditions, a growing number of fathers, partic-

ularly single-parent fathers and nonresident fathers*—those fathers who do not live with their children—are having difficulty carrying out the two most basic tasks of fatherhood: fostering economic security for their children and promoting close, nurturing relationships.

Box 1.1

Seven Core Learnings from the National Center on Fathers and Families

The National Center on Fathers and Families (NCOFF), based at the University of Pennsylvania, has distilled what it calls Core Learnings to capture the salience of the fathers' role. Drawn from the experiences of practitioners and consistent with research, the seven Core Learnings (described below) connect the practical issues facing many fathers with the real needs of children and families, providing a framework for program development, research, and policy analysis.

1. *Fathers Care*, even if that caring is not shown in conventional ways.
2. *Father Presence Matters* in terms of economic well-being, social support, and child development.
3. *Joblessness* and unemployment are major impediments to family formation and father involvement.
4. *Systemic Barriers*. Existing approaches to public benefits, child support enforcement, and paternity establishment operate to create obstacles and disincentives to father involvement. The disincentives are sufficiently compelling as to have prompted the emergence of a phenomenon dubbed "underground fathers"—men who acknowledge paternity and are involved in the lives of their children, but who refuse to participate as fathers in the formal system.
5. *Co-parenting*. A growing number of young fathers and mothers need additional support to develop the vital skills to share the responsibility of parenting.
6. *Role Transitions* from biological father to committed parent have significant developmental implications for young fathers.
7. *Intergenerational Learning*. The behaviors of young parents, both fathers and mothers, are influenced significantly by intergenerational beliefs and practices within families of origin.

Fathers who are not meeting the economic and nurturing tasks of parenthood are a heterogeneous group:[5] they include the affluent father who can but fails to pay child support and maintain contact with his children; the low-income father, distrustful of the formal child support system, who helps his children "outside of the system," or, even if he cannot provide financial support, maintains contact with them; the middle-income father struggling to meet family and work responsibilities; the incarcerated father; and the teenage father.

It has been estimated that there are 17 million American children under age 18 whose fathers are absent either from their homes or from their lives.** Each year, approximately one million babies are born out-of-wedlock, and another one million children are newly affected by divorce.[6] Research is beginning to paint a picture of what growing up without a father can mean to a child.[7]

From a psychological and social perspective, evidence suggests that growing up without a father puts children at risk for a variety of problems. In addition to modeling caring and close involvement, fathers can facilitate connections to other adults. Growing up with a father present and positively involved in the emotional and psychological development of the child can increase the likelihood of positive outcomes for children. (This does not mean, however, that all children growing up without fathers will have negative outcomes, or that all with fathers present will have positive outcomes.)[8]

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* In this report, the terms nonresident fathers and noncustodial fathers are used interchangeably to refer to fathers who are not living in the same household as their children. However, technically, a nonresident father may also be a custodial father, e.g. one sharing joint custody with a resident mother.

** This number of children refers specifically to those in mother-only families. An additional 3.1 million children live in families in which neither parent is present.

Box 1.2

Barriers to Responsible Fatherhood

Most fathers, whether or not they live with their children, want to be caring, responsible parents. But for too many fathers, barriers get in the way.[9] For example:

- Fathers may not be officially identified through paternity procedures;
- Fathers may feel that they have nothing to contribute to their children, and so may avoid contact with them;
- Fathers may be suspicious and distrustful of the formal child support enforcement system;
- For fathers raising their own children as single parents, there may be too few sources of help and emotional support;
- Poor relationships with mothers may make it difficult for fathers to be part of a child's life;
- Fathers may not have had opportunities through their own families to learn what being a nurturing father means;
- Fathers may be apart from their children because they are in institutional settings (e.g. prisons); this is particularly true of low-income fathers of color; and
- Some fathers may not take their responsibilities seriously.

From an economic perspective, there is also a cost. In an analysis of information from a nationally representative sample of noncustodial fathers, The Urban Institute estimated, in 1990, that fathers could have paid between $44 and $48 billion to help support their children. They actually paid between $14 and $15 billion.[10] Despite such figures, child support collection rates have been improving.[11] (See Box 1.2 for an explanation of factors contributing to low payment rates.) For individual families, particularly those experiencing divorce, there is often a dramatic drop in income. During the first year after divorce, children typically experience a 33 percent decline in household income, and divorced women and their children do not regain their predivorce standard of living until five years after the divorce.[12]

There is also a growing, and often, from a policy perspective, ignored group of fathers who are single parents. Like single mothers, they are faced with special stresses about balancing parenting and work regardless of income.[13]

Why *Map and Track Fathers*

Policy interest in fatherhood has been fueled by three sets of realities. The first is the demographic picture of fatherhood, and particularly the reality of father absence, which takes a toll not only on individual children and families, but also on communities.[14] The second is the growing practice-based experience suggesting that fathers who face barriers in connecting with their children can be helped through responsive program strategies. Thus practitioners are developing approaches to help young fathers "make the transition from biological to committed fatherhood," (see Box 1.1) build relationships with their children in a healthy, supportive way,[15] and help those who cannot make economic contributions because of lack of skills or jobs enter the job market in a more satisfying manner. As program models emerge, there is new interest in evaluating and trying the approaches on a larger scale, to help more fathers. This of course, translates into a policy connection. The third set of reasons is the effort, at the national level, to focus both policy and program attention on fathers. Fueled initially by the Family Support Act of 1988, which for the first time in the history of American welfare reform encouraged attention to absent low-income fathers, demonstration program efforts were developed. This focus has continued in the Personal Responsibility and Work Opportunity Reconciliation Act of 1996.

Box 1.3

Building National Leadership Around Fatherhood: Highlights from a Decade of Action[16]

1988

- The Family Support Act (the precursor legislation to the Personal Responsibility and Work Opportunity Reconciliation Act of 1996) included the first, small scale effort to help noncustodial parents pay child support because they are unemployed, leading to significant demonstration efforts.[17]

1990's

- Emergence of early local program activities inventing and testing strategies to help low-income fathers, often using deliberate mentoring and role modeling as central concepts, reflecting the reality that many men have not themselves had the experience of positive fathering. Early linking of work and family issues with a fatherhood agenda.

1994

- Convening of national conferences including A National Practitioner's Network for Fathers and Families, Vice President Gore's Family Reunion Conference focusing on the role of men in children's lives, the launching of a national Father-to-Father effort, and the creation of a series of national resource projects, including the National Center on Fathers and Families (see Box 1.1) at the University of Pennsylvania and the National Fatherhood Initiative. (See Appendix G for a current list of resources.)

1995

- Release of Annie E. Casey *Kids Count Data Book* synthesizing data highlighting the trend toward father-absent families and neighborhoods, and calling attention to the implications for the well-being of children.
- President Clinton issues an Executive Memorandum urging federal agencies to focus on fatherhood issues.

1996

- Release of the report by Council of Governors' Policy Advisors: *What The States Are Doing To Promote Responsible Fatherhood.*
- Passage of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 which provides states with new opportunities and responsibilities to link a fatherhood agenda with welfare reform. (See Chapter 3, Box 3.7.)

Paralleling this, new national organizations to promote a fatherhood agenda have emerged. (See Box 1.3.)

From a state's perspective, there are two compelling reasons for states to focus on fatherhood. The first is that children who are regularly and positively connected to their fathers, either in the home or out of it, tend to do better.[18] This is reflected in the research literature, and it is reflected in the poignant words of children who have grown up without fathers, some of which are quoted in this report. The second reason is that it is in the states' fiscal interest. Children whose fathers do not contribute to their economic security burden the states and other taxpayers. Therefore, it is in the states' interest to ensure that fathers who can pay do, and that other fathers have the economic supports to be able to contribute to the well-being of their children.

Map and Track Fathers identifies and profiles state strategies to encourage fathers to be responsible. It focuses on four core questions:

1. To what extent are states providing leadership in developing policies and practices that promote responsible fatherhood, from economic, psychological, and social perspectives?
2. To what extent are state policies and practices responsive to the complex picture of fatherhood that has emerged during the past decade?
3. What specific strategies are states developing to promote responsible fatherhood, and how do these vary from state to state?
4. What are the lessons from the current status of state efforts to promote responsible fatherhood for future state efforts?

To answer these core questions, *Map and Track Fathers* provides two basic types of information:

- state-by-state indicators intended to create, to the extent possible, a profile of fathers and fatherhood in each state; and
- state-by-state information about actual policies and practices.

The state-by-state indicator data are organized to highlight different aspects of the fathering role: what kinds of families fathers were or are a part of; the extent to which they establish paternity or are divorced; what level of schooling they have; what their average income is; how many of them are living in poverty; how many are raising children on their own; and how many actually pay child support.

The information about current state policies and practices is organized to highlight five types of state strategies, including those that are intended to:

- increase public awareness about responsible fatherhood;
- prevent unwanted or too-early fatherhood;
- promote fathers' economic responsibility as providers;
- encourage fathers as nurturers and enhance family and other social relationships; and
- build leadership capacity around fatherhood issues at both the state and local levels.

Together, the dual focus of the analytic framework on the economic and psychological roles of fathers, and efforts within the states to build leadership capacity set the stage for developing a more coherent agenda to encourage responsible fatherhood in the future.

How *Map and Track Fathers* Was Developed

Map and Track Fathers builds on three earlier reports. The methodology was developed by the National Center for Children in Poverty (NCCP) for a biennial report entitled *Map and Track: State Initiatives for Young Children and Families.*[19] (That report, first published in 1996, will be updated in 1998.) It also builds on the efforts of the Council of Governors' Policy Advisors (CGPA), which surveyed the states in 1996 for their report *What the States Are Doing to Promote Responsible Fatherhood: A National Survey,*[20] and of Eric Brenner and Wade Horn, who in 1996 produced a report entitled *Seven Things States Can Do to Promote Responsible Fatherhood.*[21] It also draws on NCOFF's extensive literature reviews based on the Core Learnings.[22]

For *Map and Track Fathers,* building on the network of contacts used for the CGPA report, staff in each of the governors' offices were contacted to get an overview of fatherhood-promoting policies. Contacts were asked to update the CGPA's data and describe any changes in the state since that information

was collected. Contacts were also asked, through a program and policy checklist (see Appendix A), to identify others within the state directly associated with fatherhood-related initiatives and to provide written or official documentation whenever possible. State profile information was synthesized and then sent to the primary state contacts for review. The data were gathered between February and May of 1997 by the staff of both NCCP and the CGPA. In addition, NCOFF helped in the preparation of information about the lessons from local programs.

It should be underscored that this report reflects what each state considers to be part of its efforts to promote responsible fatherhood. It is not, therefore, a complete account of all that others might consider relevant (for example, some states provided considerable information on welfare-linked strategies, while others did not). Further, it does not reflect the attention to fathers that is emerging all across the country at the local level, independent of state agendas or policies. Instead, it captures a point-in-time state response on an issue of critical importance to the well-being of children.

How *Map and Track Fathers* Is Organized

Map and Track Fathers is organized to be user-friendly. An executive summary highlights the framework for the report, the major findings, and implications of the report for enhancing state policies and community practices to promote responsible fatherhood. Chapter I sets the context, providing a rationale for a focus on fathers, and an overview of the methodology and organization of the report. Chapter II draws on national data to provide a statistical profile of fathers and children. Chapter III summarizes the information the states reported about policy efforts to promote responsible fatherhood. Using illustrations from the states, it captures the range and variety of approaches. Thus, it can be used by state policymakers and others to promote cross-state learning. Chapter IV summarizes, for each state, both the strategies used and fatherhood-related indicators. Chapter V provides state-by-state descriptions of specific program and policy approaches, serving as a resource for other states and a point-in-time picture of all reported fatherhood-promoting strategies in each state. Appendices include charts that summarize state-by-state policy initiatives and fatherhood indicators, as well as a list of state contacts, national resources, and a bibliography.

Map and Track Fathers is intended to be useful to policymakers, program developers, and state and local citizens' groups, especially fathers' groups, in helping to identify new options, and providing a framework for building a coherent strategic agenda for state and local decision making in which the well-being of fathers, families, and children is central. To facilitate this dialogue, individuals contacted for information in each state are listed in Appendix F.

The analysis is based on responses from all 50 states and the District of Columbia and Puerto Rico. Thirty-nine states responded to both the CGPA's informal survey and NCCP's survey. Four states and Puerto Rico responded

only to the CGPA survey. For these states, we used information from the 1996 survey and made note of this on the state's profile. Eight states responded to the NCCP survey that had not previously responded to the CGPA survey.

Map and Track Fathers was developed by the National Center for Children in Poverty with the collaboration of the Council of Governors' Policy Advisors and the National Center on Fathers and Families, with support from the Annie E. Casey Foundation.

Endnotes

1. As quoted in Levine, J. A. & Pittinsky, T. L. (1997). *Working fathers: New strategies for balancing work and families.* Reading, MA: Addison-Wesley.

2. Stephens, B. (1996). Rapstar's death highlights harsher reality [letter to the editor]. *New York Times*, Sep. 18, p. A20.

3. Evidence for the increasing interest in the role of fatherhood comes from many sources: for example, a 1993 study showing how early childhood programs are reaching out to fathers; the creation of the National Center on Fathers and Families at the University of Pennsylvania in 1994; the programs uncovered by the Families and Work Institute for a 1995 study on community strategies to engage fathers in their children's lives; two national policy meetings in 1995 sponsored by Family Impact Seminar on how communities can promote responsible fathers; a special statistical section and overview on fathers and families in the 1995 edition of an annual compendium of state indicators of child well-being; and a survey in 1996 of state-initiated activities targeting fathers by the Council of Governors' Policy Advisors.

Annie E. Casey Foundation. (1995). *Kids Count data book: State profiles of child well-being.* Baltimore, MD: Annie E. Casey Foundation.

Brenner, E. & Orr, D. (1996). *What the states are doing to promote responsible fatherhood: A national survey.* Washington, DC: Council of Governors' Policy Advisors.

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Levine, J. A. with Pitt, E.W. (1996). *New expectations: Community strategies for responsible fatherhood.* New York, NY: Families and Work Institute.

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4. See the following partial list of literature reviews and research reports prepared for the National Center on Fathers and Families:

Davis, J. & Perkins, W. E. (1996). *Fathers care: A review of the literature.* Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania.

Johnson, D. (1996). *Father presence matters: A review of the literature.* Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania.

Gadsden, V. & Hall, M. (1996). *Intergenerational learning: A review of the literature.* Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania.

5. Ash, D. O. (1997). *Face to face with fathers: A report on low-income fathers and their experience with child support enforcement.* Chicago, IL: Center on Fathers, Families, and Public Policy, c/o Family Resource Coalition.

Beels, J. (Ed.). (1994). *Kids' voices count: Illuminating the statistics.* Washington, DC: Children's Express Foundation.

Chadiha, L. A. & Danziger, S. K. (1995). The significance of fathers for inner-city African-American teen mothers. *Child and Adolescent Social Work Journal*, 12(April 1995), pp. 83–100.

Edin, K. (1995). Single mothers and child support: The possibilities and limits of child support policy. *Children and Youth Services Review*, 17(1–2), pp. 203–230.

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8. See Doherty, Kouneski, & Erickson in endnote 7.

See also the other documents cited in endnote 7.

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10. See Sorensen in endnote 5.

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15. See Arendell, T. (1996). *Cooperative parenting and fathers: A review of the literature*. Philadelphia, PA: National Center on Fathers and Families, University of Pennsylvania.

16. NCCP is grateful to Ralph Smith and Ellen Pugliano of the Annie E. Casey Foundation for sharing their perspective and knowledge about the larger national context with us.

17. The Parents' Fair Share Demonstration and the Young Unwed Fathers Pilot Project represent two of these efforts. For more information see:

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18. See endnote 7.

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CHAPTER 2

Fatherhood: A National Profile

"I was enjoying my life, my career... This was not a girl I was ready to live the rest of my life with. I let my anger with Daylon's mother get in the way of my relationship with him... You don't just compress what should have happened over 18 years into two or three years. When you meet a kid 16 years old and all of a sudden you're in his life as a dad, it's going to take a while."

Lawrence McCutcheon
Former Pro-football player for the Los Angeles Rams[1]

"I don't pay no child support order, but we sort of got it worked out. If she needs something, she calls me and lets me know and I try to raise it. I watch my girl when her mother has to do something... But if I paid support to the court, I sure wouldn't be able to give her stuff like I do now, and I know her, she wouldn't let me be around like I am now."

Father, age 27, Chicago, IL[2]

This chapter provides a statistical profile of fatherhood from a national perspective. It paints a complex picture about fathers and families, fathers and work, fathers and schooling, fathers and poverty, and fathers and child support. In addition, it presents trend information showing the very dramatic changes in several of the indicators over the past 20 years and describes state-by-state variation.* The chapter calls attention to the many faces of fatherhood and, from a public policy perspective, the many challenges of developing state agendas to encourage responsible fatherhood.

Fathers, Children, and Families

The National Picture

Most children are growing up in families with fathers present. Close to 70 percent of families with children are two-parent families. But a significant number of children are also growing up in families without fathers. In 1996, 27 percent of all families were headed by mothers only. Never-married teen mothers made up 1 percent of all mothers and almost 5 percent of all

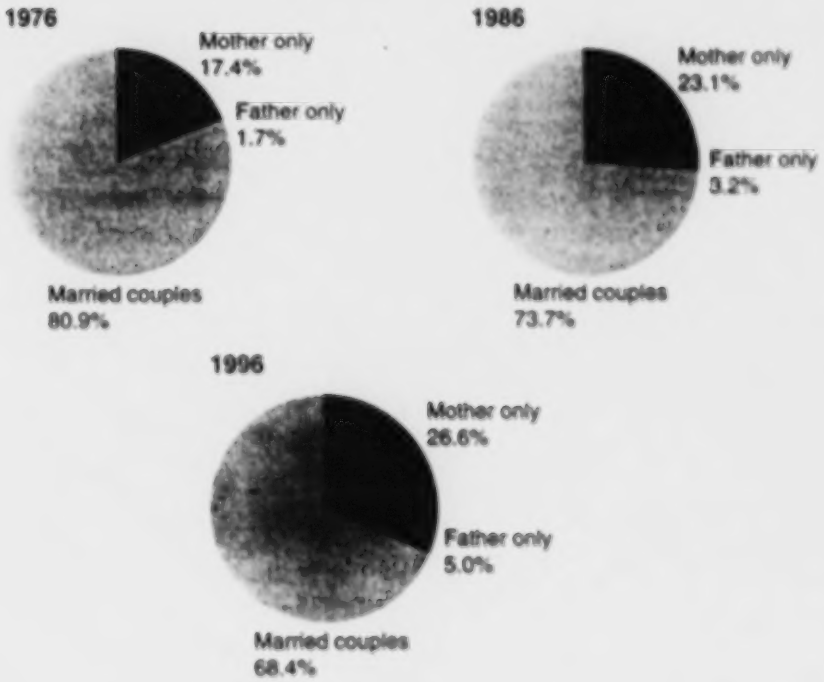
* National-level statistics refer to 1996 in the description of family structure and schooling, and to 1995 in the discussion of poverty, unless otherwise noted. Due to small annual sample sizes, state-level statistics refer to 1991–1995 in the description of family structure and schooling and to 1990–1994 in the discussion of poverty, unless otherwise noted.

unmarried mothers. (See Appendix C, Table 2.) Another 5 percent of families were father-only families. (See Figure 2.1.)

Trend data highlight dramatic changes in family formation patterns over the last 20 years. The number of children under 18 in two-parent families decreased by 9 percent; those in father-only families grew by 220 percent, and those in mother-only families by 56 percent. (See Figure 2.2.)

Figure 2.1

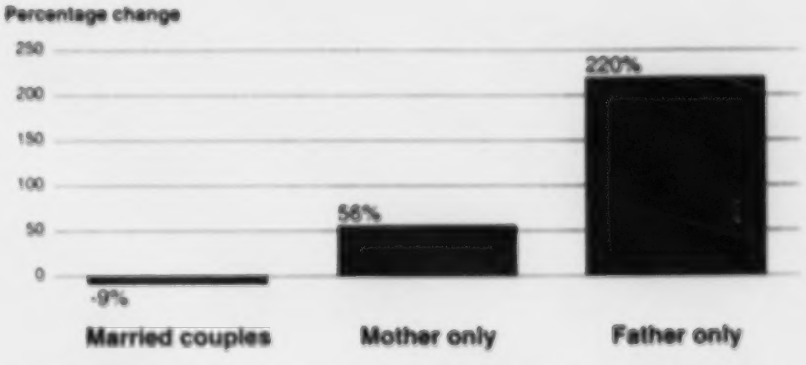
Percentage of Families of Various Types, 1976–1996



Source: NCCP analysis of data from the U.S. Bureau of the Census, March Current Population Surveys

Figure 2.2

Percentage Change in Number of Children in Families of Various Types, 1976–1996



Source: NCCP analysis of data from the U.S. Bureau of the Census, March Current Population Surveys

State-by-State Variation

An analysis of data for 1991 through 1995 shows considerable state-by-state variation in family formation patterns. The percentage of two-parent families ranged from a low of 61 percent in Mississippi to a high of 81 percent in Nebraska. Mother-only families ranged from a high of 36 percent in Mississippi to a low of 13 percent in Utah. The percentage of unmarried teen mothers ranged from almost 4 percent in Mississippi to under 1 percent in Vermont. Father-only families as a percentage of all single-parent families also varied, from 9 percent in Georgia to 25 percent in Vermont.

Getting Beneath the Numbers

Two points are startling about these data: 1) the degree of father absence and 2) the growing number of father-only families.

Figure 2.3

Number of Children Under 18 Living in Father-Absent Families, 1976–1996

Source: NCCP analysis of data from the U.S. Bureau of the Census, March Current Population Surveys

Father Absence. Father absence is a significant concern both from the perspective of the families, and society at large. In 1996, 17 million children were affected by father absence. The 1995 *Kids Count Data Book* estimated that 7 percent of children lived in neighborhoods where more than half of all families with children were headed by women.[3] Fathers who are not present are less likely to be able to fulfill the dual tasks of parenting—providing nurturing and economic support.

National data provide a rough picture of the characteristics of nonresidential fathers, that is, those fathers who are not living with their children. Overall, it is estimated that there are some 8 to 10 million noncustodial fathers. Approximately 60 percent of these are white, 40 percent are men of color.[4] (See Box 2.1.) (Unfortunately, there are no state-by-state comparable data.)

Other data offer glimpses into the reasons for fathers not being present in their children's lives. Of almost 10 million mothers who head households, approximately equal numbers are either divorced or never married (37 percent divorced, 38 percent never married); 17 percent are separated, 4 percent widowed, and 4 percent married with spouse not present. Each year, it is estimated that about one million children are newly affected by divorce and another million children are born to unmarried mothers.[5] Incarceration also affects significant numbers of children, particularly children of color. The

most recent survey of men in prison (1991) estimated that three-quarters of a million men were incarcerated, 56 percent of whom were fathers, and 60 percent of whom were men of color.[6] (Unfortunately, no data on numbers of incarcerated fathers by state are available.[7])

Father-Only Families. Much public scrutiny has been directed to noncustodial fathers. But the data also compel attention to the reality of custodial single-parent fathers.[8] The 2.8 million children in 1.9 million father-only families represent 14 percent of all children in one-parent families. In 11 states, father-headed families comprise more than one-fifth of all single-parent families. (See Appendix C, Table 1.) Despite the dramatic increase in numbers and percentages of father-only families, they have, thus far, captured little public or policy attention. (See Box 2.2 for a profile of single-parent fathers.)

Box 2.1

A Profile of Noncustodial Fathers

Based on a nationally representative survey, in 1990 there were between 8.1 and 10.8 million noncustodial fathers who had between 14.5 and 17.9 million children. The following is a profile of noncustodial fathers.

Who are the noncustodial fathers?

- 60% of noncustodial fathers were white; 28% were black; 10% were Hispanic; and 2% were other.
- The typical noncustodial father is 34. The typical low-income noncustodial father is 33 years old.
- 39% of noncustodial fathers did not complete high school. The typical noncustodial father has an 11th-grade education; only 14% graduated college, while 28% of resident fathers graduated college.

How do noncustodial fathers support their children?

- 15% of noncustodial fathers were poor.
- For low-income, noncustodial fathers, their average family income was $16,592 in 1990 and their average hourly wage was $7.07.
- 60% of noncustodial fathers paid less than 15% of their income for child support.
- 31% of low-income noncustodial fathers worked full-time year round, while 54% had intermittent work. Of the low-income noncustodial fathers in 1990, 9% did not work but were looking; 6% did not work and did not look for work; 6% participated in work training programs.

How do noncustodial fathers interact with their children?

- 21% of noncustodial fathers had some form of joint legal custody (4% had physical custody as well as joint custody and 17% had joint custody only).
- 46% lived in the same county or city as their children, while 51% lived in a different city, county, or state, and 3% lived in some other place such as prison or their whereabouts were unknown.
- 38% of noncustodial fathers established new families.

Sources: Sorensen, E. (1996). *Low-income noncustodial fathers: Who are they and what are states doing to assist them in their efforts to pay child support?* Washington, DC: The Urban Institute.

Sorensen, E. (1997). *A national profile of nonresident fathers and their ability to pay child support.* Washington, DC: The Urban Institute.

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Box 2.2

A Profile of Single-Parent Fathers

- 65% were non-Hispanic white; 16% were non-Hispanic black; 13% were Hispanic; and 6% were other.
- 4% were under age 21; 22% were between 21 and 30 years old; 28% were between 31 and 40 years old; and the remainder were 41 or older.
- 25% had less than a high school education; 37% graduated from high school with no further education; and the remainder had post-high school education.
- 28% of single-parent fathers had personal earnings under $5,000; 27% had earnings over $30,000.
- 28% of single-parent fathers in the labor force did not work at full-time, year-round jobs.

Source: NCCP analysis of data from the U.S. Bureau of the Census, 1996 Current Population Survey.

Fathers, Children, and Work

The National Picture

National data on fathers and work must be pieced together. No national or state-by-state data are available on the percentage of fathers in low-wage jobs.[9] Nationally, the median annual income of men aged 18–64 was $28,364 for 1990–1994. Trend data indicate that the proportion of children in families with a father working full-time has shown slight growth, while that for mothers working full-time has increased steadily. However, over 20 percent of children under age 18 have resident fathers who were either unemployed or worked part-time. (The data do not indicate whether these fathers were working part-time voluntarily; nor do they include fathers who had given up looking for work or who were disabled.) Although data are not as readily accessible, work patterns of noncustodial fathers also suggest problems. For example, as noted in Box 2.1, a national study found that 31 percent of low-income, noncustodial fathers worked full-time year round, while 54 percent had only intermittent work.[10]

State-by-State Variation

Within the states, over a five-year period from 1991–1995, of all children in two-parent families with a working father, the percentage of fathers working part-time varied from a low of 11 percent in Hawaii to a high of 27 percent in California. (Alaska, California, Idaho, Oregon, Washington, and West Virginia had percentages of fathers in two-parent families working part-time that were significantly higher than the national level.*) The unemployment rate of fathers over a five-year period varied from 2 percent in Nebraska to a high of 9 percent in West Virginia. (See Appendix C, Table 3.) Alaska, California, and West Virginia had unemployment rates of fathers that were significantly higher than the national rate over a five-year period.*

Fathers, Children, and Schooling

The National Picture

Close to half (48 percent) of all children under age 18 had fathers who had not graduated from high school (15 percent), or whose schooling stopped with a high school degree (33 percent). For mothers, the comparable figures were 37 percent graduating from high school, and 17 percent dropping out. (See Appendix C, Table 5.) While trend data suggest that over a twenty-year period more parents are graduating from high school, nonetheless the fact that close to half of all fathers, and over half of all mothers, lack more than a high school education has direct implications for the ability of both parents to support their children. According to a 1994 report by the U.S. Bureau of the Census, the average college graduate will earn more than twice as much over a lifetime ($1,420,850) as the average person who did not complete

* Calculations by NCCP of five-year averages based on the U.S. Bureau of the Census, March Current Population Surveys. Available from NCCP.

high school ($608,810).[11] As jobs require increased education and skills, the challenge of ensuring that fathers, as well as mothers, are able to support their offspring is great, and likely to become even greater.

State-by-State Variation

In five states and the District of Columbia, 20 percent or more of the fathers had less than a high school education. (See Appendix C, Table 5.)

Fathers, Children, and Poverty

The National Picture

Poverty is a major risk factor for children, affecting their schooling, health, and general well-being in consistent and sometimes very dramatic ways.[12] Therefore, it is important to understand the ways in which poverty and work interact with fatherhood. (See Figure 2.4.)

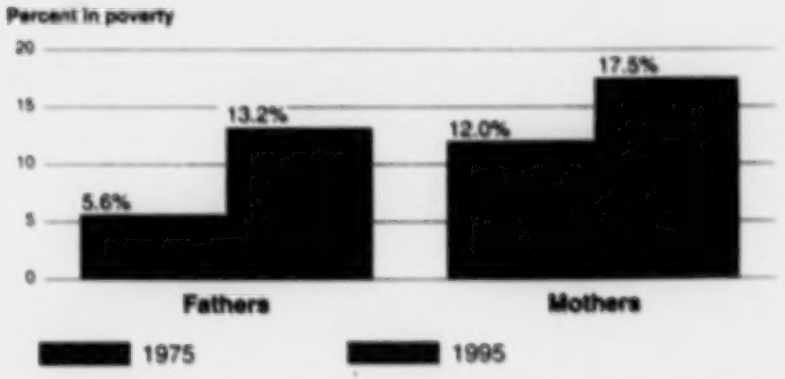
The poverty rate for children in two-parent families was 10 percent in 1995. When fathers in these families worked full-time, but the mother was not employed, the poverty rate was 13 percent. (See Figure 2.4.) This represents a 136 percent increase over two decades. Close to half of all children in mother-headed families, or 8.2 million children, lived in poverty (48 percent). For mothers in these families working full-time, the poverty rate was almost 18 percent. For children in father-only single-parent families, another 1.9 million families, the poverty rate was 22 percent, less than half of that for mother-headed families. This affected 600,000 children.

State-by-State Variation[13]

The poverty rate for children in two-parent families over the five-year period, 1990–1994, ranged from 20 percent in New Mexico to 2 percent in New Hampshire. Poverty rates among children in two-parent families with fathers working full-time ranged from a high of 12 percent in New Mexico to under 1 percent in New Hampshire. This underscores the powerful role that state economic conditions play in the ability of fathers to meet their economic responsibilities to their children. (See Appendix C, Table 5.)

Figure 2.4

Poverty Rates of Children Under 18 in Families with Only One Full-Time Working Parent, 1975 and 1995: Father Working in Two-Parent Families and Mother Working in Mother-Only Families



Source: NCCP analysis of data from the U.S. Bureau of the Census, March Current Population Surveys

Fathers, Children, and Child Support

The National Picture

Ensuring the economic security of children is a parental responsibility, whether or not a parent is in the home. It is also the focus of increasing state attention, partially as a result of the new federal law, The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193), which increases incentives for the states to collect child support. (See Chapter 3.) Therefore, below we highlight key realities about the current state of child support and its relationships to fatherhood. (See Box 2.3 as well.)

Close to half of all children with absent parents, (who are primarily fathers), do not have any formal child support orders. (State-by-state figures are not available.)[14] These data do not reflect the fact that there may be informal agreements, or exchanges of other kinds of support, such as child care, since there are no national data on the extent to which this happens. Close to 40 percent of custodial mothers and one-quarter of custodial fathers do not receive support even if they are awarded it.[15]

National data also suggest that fathers who have visitation rights and/or joint custody are more likely to pay child support than fathers who do not. Eighty-five percent of nonresident fathers with joint custody and 79 percent of those with visitation rights paid some or all of the child support owed, compared with 56 percent of those with neither visitation or custody.[16]

The myths about deadbeat dads do not take into account that many absent fathers are themselves poor. One study estimated that between 15 and 25 percent of nonresident fathers had annual incomes below $5,000, while only 10–15 percent had annual incomes at $40,000 or above.[17]

Data suggest, not surprisingly, that a significant proportion of low-income, nonresident fathers are either under- or unemployed.[18] Others, as noted earlier, are incarcerated.[19] Even if poor nonresident fathers pay the full amount of child support owed, it will not move many poor families out of poverty, although it will help relieve the financial stress. (See Box 2.3.)

However, low-income nonresident fathers pay disproportionately more of their income to child support than high-income fathers, sometimes up to two and one-half times as much.[20] Yet, when low-income custodial mothers (and fathers) receive child support, they receive it at the same rate as nonpoor custodial parents.

Families receiving welfare are required to enroll with a child support enforcement agency.[21] Families not receiving benefits may turn to the child support enforcement agency for help. In 1995, nationally, 46 percent of the child support enforcement caseload was nonwelfare children.[22]

Nationally, child support enforcement agencies collect from a relatively small percentage of their caseloads, estimated at 19 percent: 12 percent from families who received welfare benefits, and 27 percent from nonwelfare families.[23] In 1995, a total of $2.1 billion was collected on behalf of children receiving

Box 2.3

Fathers, Families, and Child Support Enforcement: Some Realities

In 1995, the U.S. Census Bureau, based on an analysis of 1991 data, issued the most comprehensive report on custodial and noncustodial parents and child support. The report found:

- *Just over half (54%) of custodial parents received child support awards.* Of the 46% of custodial parents not receiving child support awards, reasons varied. They included parents not wanting to seek child support (34%), not knowing where the father (or mother) is (18%), not establishing paternity (6%), and not believing the father (or mother) could afford to pay child support (17%).
- *Joint custody and/or visitation rights for both nonresidential fathers and mothers appeared to increase payment.* Nonresident parents with joint custody and/or visitation privileges who owed child support were more likely to pay it than parents who owed child support but did not have joint custody or visitation rights. 85% of nonresident fathers with joint custody and 79% of those with visitation rights paid some or all child support owed their children, compared to 56% of those with neither joint custody or visitation rights.
- *Poor and nonpoor custodial parents received child support payments at about the same rate.* Of those who received child support, 76% of mothers and 63% of fathers received full or partial payment. Fewer poor mothers were awarded child support (39%) compared to other mothers (65%). Of those awarded support, 70% of poor mothers actually received it, compared to 78% of nonpoor mothers.
- *For families in poverty, full payment of child support did not move many out of poverty.* Approximately 24% of custodial parents due child support in 1991 were living in poverty. Had all payments been made, 21% would have been living in poverty.
- *Child support makes a difference financially to custodial parents.* The average total income ($19,217) of custodial parents receiving child support owed them was 21% higher than those who did not receive support due them and 45% higher than those who received no child support.
- *Custodial mothers are more likely to contact child support enforcement agencies than custodial fathers, but less than half of custodial parents do.* 38% of custodial mothers had contacted a child support enforcement agency for help in obtaining support and/or establishing paternity compared to 15% of custodial fathers.
- *Child support payments accounted for between 7% and 17% of custodial family income depending on the sex of the custodial parent.* On the average, custodial mothers received about $3,011 a year, accounting for 17% of custodial mothers' income. Custodial fathers in 1991 received $2,292 a year, accounting for 7% of their income.
- *Child support orders included the provision of child health insurance for 41% of custodial parents (35% for low-income parents).* 69% of noncustodial parents ordered to provide coverage actually did.
- *The aggregate amount of child support received in 1991 was $11.9 billion, 67% of the $17.7 billion owed to those families for whom child support orders existed.* These data, however, only reflect collections where child support orders existed. They do not include what fathers who did not pay might have contributed in non-monetary terms or what fathers who paid outside the system contributed.

Source: Scoon-Rogers, L. & Lester, G. H. (1995). *Child support for custodial mothers and fathers: 1991* (Current Population Reports, Consumer Income Series, P60-187). Washington, DC: U.S. Department of Commerce, Bureau of the Census.

welfare benefits and $8.1 billion on behalf of other children.[24] Collecting child support is costly. Nationally, about one dollar is spent for every $3.59 cents collected. (See Appendix C, Table 6.)

State-by-State Variation

There is considerable variation in state-by-state data on child support enforcement (CSE).[25] For example, in 1995, the cost to administer state child support enforcement programs varied. Pennsylvania collected $8.20 for every administrative dollar spent. Arizona, in contrast, collected $1.48. While Minnesota collected from 40 percent of its CSE cases, Vermont collected from only 10 percent of its caseload. Paternity establishments had an even greater variation, especially when compared to the national average of 50 percent of the CSE cases where paternities were established. In Georgia, the paternity establishment rate was 91 percent in 1995, while in Wyoming the rate was 14 percent. (See Appendix C, Table 6.) An analysis of trends in

child support enforcement programs shows that, over the past five years, the number of child support orders increased by more than 28 percent. Most states also reported an increase in total collections from fiscal year 1994 to 1995.[26]

Conclusions and Implications

- Most children still grow up in two-parent families, but around 17 million children are affected by father absence. Each year, one million children are born to unwed parents, and another million are newly affected by divorce. Close to three million children are being raised only by their fathers.
- The data underscore the magnitude of the economic challenges facing both resident and noncustodial fathers because of limited schooling, part-time work, unemployment, or some combination of these factors. There are deadbeat dads, but there are also noncustodial fathers too poor to pay child support, fathers in two-parent families who earn too little to bring their children out of poverty, and fathers raising children alone with little income.
- State-by-state variation in fatherhood-related indicators suggests the importance of a careful state-by-state analysis as a critical step in crafting a policy agenda to promote responsible fatherhood across different subgroups of fathers. A one size fits all fatherhood agenda will not achieve desired outcomes either for the children, their families, or the state.

Endnotes

1. As quoted in Kaufman, J. (1996). In loco parentis: A football star, long silent in denial, reaches out to his son. *The Wall Street Journal*, Dec. 11, p. A1, A10.

2. As quoted in Ash in Chapter 1, endnote 5.

3. See Nelson in Chapter 1, endnote 5.

4. See Sorensen in Chapter 1, endnote 5.

5. See Chapter 1, endnote 6.

6. Beck, A.; Gilliard, D.; Greenfeld, L.; Harlow, C.; Hester, T.; Jankowski, L.; Snell, T.; Stephan, J.; & Morton, D. (1993). *Survey of state prison inmates, 1991*. Washington, DC: U. S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, pp. 10, 14.

7. Although state prison statistics are collected every five years by the Bureau of Justice Statistics, they are compiled in the *Survey of State Prison Inmates* only on a national basis. The annual *Sourcebook of Criminal Justice Statistics 1995* lists only total numbers of prisoners by state. The *Corrections Compendium*, a monthly research journal on prison policies, has never done an issue on incarcerated fathers using state data.

8. See Chapter 1, endnote 13.

9. As a proxy for data on fathers in low-wage jobs, the 1995 *Kids Count Data Book* used the percentage of men ages 25–34 earning less than the poverty line for a family of four.

See Annie E. Casey Foundation in Chapter 1, endnote 3.

10. See Sorensen in Chapter 1, endnote 5.

11. Kominski, R. & Adams, A. (1994). *Educational attainment in the United States* (Current Population Reports, Population Characteristics Series, P20-476). Washington, DC: U.S. Department of Commerce, Bureau of the Census.

12. See Duncan, G. J. & Brooks-Gunn, J. (Eds.). (1997). *Consequences of growing up poor* [edited papers from a conference co-sponsored by the National Institute for Child Health and Human Development and the Russell Sage Foundation, February 2-3, 1995, at the National Academy of Sciences]. New York, NY: Russell Sage Foundation.

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15. *Ibid.*

16. *Ibid.*

17. Seltzer, J. A. & Meyer, D. R. (1996). Child support and children's well-being. *Focus*, 17(3), pp. 31–36. (This article is based on a chapter in K. Bogenschneider; E. Ragsdale; & K. Linney (Eds.), (1995), *Child support: The effects of the current system on families*. Madison, WI: Center for Excellence in Family Studies, University of Wisconsin, Madison, School of Family Resources and Consumer Science, pp. 9–32.

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18. See Sorensen in Chapter 1, endnote 5 and Box 2.1 in this chapter.

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20. Sorenson, E. (In press). *Noncustodial fathers and the Earned Income Tax Credit*. Washington, DC: The Urban Institute.

21. Child support enforcement agencies are also known as IV-D agencies (referring to Title IV-D of the Social Security Act). Child support enforcement functions include: paternity establishment, support order establishment, support collections, and child support distributions.

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CHAPTER 3

What the States Say: Toward a Policy Framework for Responsible Fatherhood

"The mother, she's been having problems, so I've had the girl for about six months now. And I went down to social services, with my baby girl—so they could really see that I had her—and said, 'look I have her, can I get on aid?' They said no. I don't care. I don't need them."

Father, age 22, Baltimore, MD[1]

"Caring for the kids, managing the home, and running a business is somewhat of a balancing act. Although it is important for me to get the business off the ground, it is even more important that I do it without sacrificing valuable time with our children... Somehow, my credibility as a professional gets lost if the person on the other end of the phone hears Timmy yelling, 'Daddy, P-U's in pants, Daddy P-U's in pants,' in the background."

Joe Buono
Book Publisher[2]

Developing a state focus on fatherhood-related issues marks a relatively new arena for state activity and investment. This chapter first summarizes the findings based on reports from the states and then provides more in-depth information about the range of strategies and activities the states reported. It concludes with issues for the future that the report raises, as well as a set of recommendations.

An Overview of the Findings

As a context for a more detailed look at the specifics of state strategies to encourage responsible fatherhood, an overview of the findings follows. (Appendix B provides a detailed summary of the national picture.)

Paying Attention to Fatherhood

There is a high level of interest across the states in promoting responsible fatherhood, although strategies differ in intensity and scope, and target groups of fathers vary. (See Appendix E, Map 1.)

- Fifty states, the District of Columbia and Puerto Rico all report one or more activities to promote responsible fatherhood. These activities involve strategies with different foci and scope and are targeted to different groups of fathers.

- Seven states (Arizona, Hawaii, Maryland, Massachusetts, Michigan, New Jersey, and New Mexico) report activities that cluster in each of the five areas highlighted in the report. Twelve states and Puerto Rico report only one or two activities. The remaining states report activities in three or four areas.

Promoting Public Awareness

Thirty-nine states report implementing (36) or planning (3) public-awareness strategies. (See Appendix E, Map 2.)

- Three-quarters of these involve promotional activities, brochures, and the use of internet or public service announcements.
- In most states, the message to fathers is how important they are for their children. In a minority of states (5), the message is intended to threaten or intimidate fathers who do not pay child support.
- In seven states, the strategies are linked to a larger agenda involving either programs or state and community mobilization.

Preventing Unwanted or Too-Early Fatherhood

Forty states report implementing (37), planning, (2) or piloting (1) strategies to prevent unwanted or too-early fatherhood. (See Appendix E, Map 3.)

- Twenty-one states report implementing (18) or piloting (3) school- or community-based, program-linked strategies. Often these involve adding a male involvement component to teen pregnancy prevention activities. Some states also provide special services for teens who are already fathers. Eight states report developing curricula, usually for middle school students, to teach responsible fatherhood, with another five planning or piloting such curricula.
- Seven states report addressing issues related to statutory rape. Efforts range from significant commitment of dollars (California), to messages from the Governors, to informal efforts to raise awareness among district attorneys.[3]
- Of the 40 states reporting strategies to prevent too-early or unwanted fatherhood, almost one-third reported implementing two or more strategies (see Box 3.5); the remainder, only one strategy.

Enhancing Fathers as Economic Providers

Forty-six states are implementing (44), planning (1), or piloting (1) strategies to strengthen fathers' roles as contributors to the economic security of their children. Most of the efforts reported link a fatherhood agenda with a welfare reform agenda. (See Appendix E, Map 4.)

- Twenty-six states report, as part of a fatherhood agenda, implementing (25) or planning (1) some kind of license revocation strategy, designed to force noncustodial parents to pay any owed child support.
- Twenty-five states report, as part of a fatherhood agenda, implementing

(18), planning to implement, or implementing on a pilot basis (7) job-linked services for noncustodial fathers, including those defined as able-bodied Food Stamp recipients.

- Twenty-five states report, as part of a fatherhood agenda, extending (24) or planning to extend (1) benefits to two-parent families, thus encouraging two-parent, low-income families to remain together.
- Twenty-nine states report, as part of a fatherhood agenda, enhancing existing paternity establishment procedures (27) or planning to (2), typically involving an in-hospital effort. The strategies range from providing brochures, to simplifying procedures, to linking both parents with support services at the time of birth.
- Five states report, and one is planning, as part of a fatherhood agenda, other explicit strategies to enhance child support collection, including, in two instances, special outreach efforts to mothers through Head Start and health clinics.
- Eleven states report other strategies to increase income to fathers as part of a fatherhood agenda, including Alaska and New Jersey which report minimum wages higher than the federal standard, and Vermont and Maryland which report state Earned Income Tax Credit programs.[4]

Strengthening Fathers' Roles as Nurturers

Forty states report, as part of a fatherhood agenda, implementing (32), planning to implement (4), or implementing on a pilot basis (4) strategies to enhance fathers' roles as nurturers. (See Appendix E, Map 5.)

- Fourteen states report implementing (12) or planning to implement (2), strategies involving either mandatory or voluntary counseling or mediation for divorcing families to buffer the impact on children. Three states are currently addressing visitation[5] issues. Six states report planning to develop visitation strategies to promote the involvement of noncustodial parents (primarily fathers) with their children.
- Eight states report specific efforts to enhance the parenting skills of incarcerated men on a statewide basis. (Four states report similar strategies targeted to incarcerated juveniles.)
- Five states report implementing (4) or piloting (1) special efforts to address parenting issues through a fathers' lens in strategies to help attach low-income, noncustodial fathers to the workforce. (It may be that other states are doing this as well, but did not report it explicitly.)
- Five states report implementing (4) or planning (1) efforts to improve the workplace for fathers and families, in two instances through state family and medical leave legislation, and in the other three by calling public attention to work and family issues.
- Six states report making parent education and support available to fathers regardless of income, with another three piloting them. (No state reported any explicit strategies targeted to fathers raising children alone.)

Building State and Local Leadership Capacity Around a Fatherhood Agenda

Twenty states reported explicit efforts to build (18) or plan to build (2), leadership capacity to develop and implement a fatherhood agenda. (See Appendix E, Map 6.)

- Three states report specific state personnel designated to lead the fatherhood effort (in two instances in the Governors' offices). Eleven states report (8), or are planning (3), leadership through state-level interagency mechanisms and or statewide commissions or task forces. (One state, Colorado, reports both.)
- Six states (one planned), report some kind of a community mobilization strategy linked to fathers or to young men. In two instances, the explicit focus is on teens.
- Eight states report efforts (7) or plans (1) to build programmatic leadership around fatherhood through mini-challenge grants to communities. In some instances, these are for male involvement strategies explicitly, in others, such a focus is encouraged as part of a broader effort to enhance community-based programs. In two instances, the efforts are funded with reinvestment dollars from welfare savings.

Building the Knowledge Base: Ideas from the States

This section describes, in greater detail, the range and richness of the strategies reported by the states. It provides a context for greater state-to-state learning and for building a more coherent policy agenda to promote responsible fatherhood. (Contacts for more information are identified in Appendix F.)

Promoting Public Awareness

Historically, very little policy and program attention has been focused on the role of fathers in the well-being of their children. In recognition of this gap, states are incorporating public-awareness strategies into their efforts to promote responsible fatherhood.

Suggesting very different approaches to the definition of responsible fatherhood, the messages of these campaigns vary considerably from state to state. (See Box 3.1 for a sampling.) A handful of states are using public-awareness strategies to threaten, intimidate, or warn fathers, primarily about the consequences of not paying child support, or of fathering a child. In other states, the message focuses on the importance of psychological involvement of fathers with their children or is designed to provide positive reinforcement to fathers who meet their child support obligations. Some campaigns are targeted to all fathers, others to a specific subset, for example, to young African American fathers.

The level of investment similarly varies, ranging from poster and promotional campaigns highlighting how important fathers are for children (often

developed with a local sport team) to more comprehensive, ongoing, and strategic efforts, sometimes linked with program strategies. (See Box 3.2 for examples of the more comprehensive, public-awareness efforts.)

Leadership for the campaigns also takes different forms. In a few states, leadership has come from the Governor. In other states, a task force (sometimes appointed by the Governor) is the driving force, and in still others, a particular agency (often the child support enforcement agency), provides leadership. A number of states report multiple efforts targeted to different groups of fathers.

Box 3.1

Examples of Public-Awareness Campaign Slogans

- I thought having sex made me a man; it made me a father. (California)
- Dads Do Make A Difference. (Connecticut)
- Parent'Hood—It's A Man's Thing Too. (Georgia)
- Sex lasts a minute; being a father lasts a lifetime. (Idaho)
- Thanks Dad. (Illinois and, modeled on the Illinois effort, New Hampshire)
- Unwanted pregnancy can mean buying these wheels (picture of a stroller) before buying these wheels (picture of a car). (Kentucky)
- Drive down and pay... while there is still time. (Kentucky)
- Fatherhood Can Be Child's Play. (Michigan and, modeled after the Michigan effort, Massachusetts)
- What do you call a guy who makes a baby and flies the coop? A chicken. (Mississippi)
- A father who is there for a child is a REAL giant. (New York)

Box 3.2

Promoting Responsible Fatherhood Through Public-Awareness Campaigns

Connecticut and Georgia: *Targeting neighborhoods*

- The Connecticut Department of Social Services (DSS) has embarked on a public/private partnership with the Tate George Dreamshot Foundation to help absent or estranged fathers maintain, enhance, or develop a positive relationship with their children. The effort, implemented in a pilot neighborhood, builds on the Dads Do Make a Difference (DDMAD) campaign. The targeted initiative includes: pamphlets distributed to mothers in the pilot area encouraging them to let fathers be a part of their child's life; pamphlets distributed to fathers in the pilot area encouraging fathers' interactions with their children and giving specific instructions on how to be involved; flyers to schools in the target area on the benefits of parental involvement; a media campaign which includes public service announcements, news releases, and ads placed in the sports section of the local newspaper; a specially designated telephone number for fathers to get information on the program; the addition of parenting-skills information to the DSS home page on the internet; and an internal awareness campaign for child support staff to encourage men to be active participants in their children's lives.
- The Georgia Parent'Hood—It's A Man's Thing Too is a public-awareness, parent training, and parent support campaign targeting young men in three communities in Georgia. The purpose is to educate young men about the important role they play in the lives of their children. It encourages them to become better fathers by spending time with their children, showing affection, and teaching and supporting them.

Illinois: *Building an ongoing campaign*

- For three years, the Illinois Department of Public Aid has conducted an ongoing public-awareness campaign entitled Thanks Dad. In this award-winning initiative, Illinois sponsors public forums, issues public service announcements, places posters on tollways, and recognizes fathers (and mothers) who fulfill their obligations. The message is that paying child support strengthens the relationship between children and parents.

Maryland: *Creating a state and community approach*

- Maryland has created a multi-level approach to public awareness about responsible fatherhood. The state sponsors an annual male involvement conference with high-level state leadership. In addition, state staff regularly present fatherhood issues at state conferences, meetings of religious groups, local media, and practitioners' network meetings. Locally, Human Resources Department workers canvas neighborhoods and distribute program and parenting information. In addition, the state provides information on fatherhood on a "Help Yourself" recorded information system and an automated "Community Bulletin Board" telephone information service. Consistent efforts are made to publicize Young Fathers/Responsible Fathers, a network of locally-designed programs funded by the state.

Mississippi: *Using the strong-arm approach*

- Mississippi is using the internet to publicize its second "Ten Most Wanted" list of parents in arrears of court-ordered payments. Posters are also displayed in 500 post offices. There is also a campaign focused on the slogan "What do you call a guy who makes a baby and flies the coop? A chicken."

Preventing Unwanted or Too-Early Fatherhood

Although the data do not permit estimates of the number of teen fathers, states are clearly responding to the challenge of involving young men in preventing pregnancy and helping build parenting skills among those who become parents too soon.

Most typically, the states are implementing community-based or school-linked programs. Thus states report adding funds to promote a program emphasis on fathers in statewide teen pregnancy prevention strategies. (See Box 3.3.) California, for example, through its Male Involvement Project (funded at $8 million), has invested in a network of community-based programs involving multiple local agencies in a collaborative effort. Georgia, in partnership with local businesses, is starting an initiative that includes attention to micro-enterprise training as well as community mentoring programs. North Carolina expects its local programs to focus on young men and women. (In California and North Carolina, these comprehensive program strategies are being evaluated.) Maryland has seeded a program and community mobilization strategy that is focused primarily on young men. Other states, such as Rhode Island and Nevada, are including a focus on young males in community mobilization strategies. Rhode Island, for example, uses a Town Teen Network to increase communication among teens and providers in two communities with the highest teenage pregnancy rates.

Box 3.3

Statewide Community-Based Strategies to Prevent Too-Early Pregnancy or Unwanted Fatherhood

- California has incorporated an $8 million male involvement program in its teen pregnancy campaign. This supports 23 projects in seven counties involving multiple systems and organizations. The demonstration is being evaluated.
- Georgia's TEEN PLUS project specifically includes male involvement and responsible fatherhood as important aspects of teen pregnancy prevention. Male-focused activities are included in the design of nontraditional family planning clinics, micro-enterprise training, and community-based mentoring programs.
- Illinois, through the Department of Public Health, funds 10 Male Responsibility Programs directed to boys ages 10–14. The aim is to prevent too-early fatherhood by helping young men stay in school, do better in school, and set personal goals.
- Maryland provides support in five areas of the state for Young Fathers/Responsible Fathers efforts to prevent too-early fatherhood. The programs are designed to meet local needs, but the state provides training and technical assistance. The state coordinator plays a pivotal role in linking with related initiatives, including Maryland's ongoing public-awareness campaign (highlighted earlier in Box 3.2) which has both a state and local component.

States are also supporting school-linked strategies. (See Box 3.4). Many of these involve developing (or planning) curricula aimed at teaching young men about the responsibilities of fatherhood, often using peers and/or welfare and child support staff, and some even using MTV-type video interviews with other teens. A number of states are seeking to replicate Dads Make A Difference, developed in Minnesota. A few states also reported interest in developing abstinence-based education. In some instances, states are targeting particular teenaged groups, boys from 10–14, for example. In other instances, the aim is to reach an older age group. In some states, particularly Minnesota and Kentucky, there are multiple education and prevention strategies targeting different age groups.

Responding to the evidence that suggests fathers of children born to teen mothers are older, sometimes significantly so,[6] there is also a focus on statutory rape. California, for example, has invested $6 million dollars in an initiative.[7] Connecticut has invested $250,000 in a special prosecutory unit. Delaware reports strengthening penalties and/or providing more supports for victims. In other states, formal or informal efforts are being made to educate either the public or district attorneys and others.

Box 3.4

School-Based Initiatives to Prevent Too-Early or Unwanted Fatherhood

Kentucky and New Jersey: *Combining a curricula and services approach*

- For seventh and ninth graders, Kentucky offers peer-based abstinence education taught in conjunction with the local health department. For middle and high school students, the Department of Social Services makes funds available to school-based Family Resource and Youth Service Centers for public-awareness strategies related to postponing sexual involvement. For adolescents, Family Support and Family Preservation funds are used on a competitive basis to encourage teen pregnancy prevention programs to develop a male involvement component.
- New Jersey has integrated young fatherhood prevention and support services into the statewide School-Based Youth Services program, including a peer support group for teen fathers. The state has also linked a community education campaign called Learning Investment Network For Kids Sake (LINKS) to a parental responsibility curriculum for the schools.

Massachusetts, Michigan, New Hampshire: *Partnering with child support enforcement agencies*

- The Massachusetts Department of Revenue is pilot testing a peer-based curriculum, Dads Make A Difference. The curriculum, first developed in Minnesota, focuses on fathers both as nurturers and as economic providers. Older teens teach middle-school students about the importance of fathers in children's lives and about the legal, financial, and emotional responsibilities of parenting. (Other states also reported interest in this curriculum.)
- Michigan's Office of Child Support has developed and distributed to all high schools a curriculum on paternity and child support in collaboration with a wide range of agencies (for example, prosecuting attorneys, the Michigan Family Support Council), school administrators and teachers, and students.
- New Hampshire, through a statewide male outreach project, uses child support and welfare staff to visit high school health education classes to discuss responsibility issues and the effects of the new welfare law on teen parents.

Minnesota: *Parenting education across the ages*

- For students ages 12–14, Education Now and Babies Later (ENABL) seeks to prevent too-early parenting with a message of education now, pregnancy later.
- For middle school students, Minnesota makes the Dads Make A Difference curriculum available, relying on older teens as the teachers.
- For fathers ages 15–25 with children under two, MELD, Minnesota's statewide parenting-education approach, includes MELD for Young Dads.
- A special grant program is available for partnerships between the schools and teen pregnancy prevention and parenting enhancement programs to educate males ages 10–21 about the responsibilities of parenting, the basics of child development, and the legal implications of paternity.

Oregon: *Focusing on prevention*

- Oregon has developed the Students Today Aren't Ready for Sex (STARS) program, a public/private collaboration with leadership provided by Oregon's First Lady, which is now expanding statewide. The state also includes child support responsibilities in its school-based, too-early parenthood prevention curricula.

Fourteen states report using multiple strategies.(See Box 3.5.) In most instances, these reflect a range of program strategies targeted to young men as part of larger teen pregnancy prevention initiative. Four states (California, Delaware, Massachusetts, and Oregon) have combined efforts to address statutory rape with program and prevention strategies. (In Florida and Texas, only statutory rape strategies were reported as part of a fatherhood agenda.)

Box 3.5

Using Multiple Approaches To Prevent Unwanted or Too-Early Fatherhood

California: *Using carrots and sticks*

- California has a comprehensive effort to prevent teen pregnancy that includes an $8 million male involvement component that supports 23 projects in seven counties.
- The state has had a series of community forums focused on male responsibility, bringing together community leaders and young people with a variety of perspectives.
- California offers the Young Men as Fathers program at four California Youth Authority institutions.
- The Governor has authorized $6 million for the prosecution of statutory rape cases.

Nevada: *Finding new ways*

- Nevada's 1996 teen pregnancy prevention plan included recommendations for promoting male responsibility and abstinence-based activities. The plan has been the catalyst for the development of 22 community teams to develop local interventions and strategies.
- The state's health division is implementing a rural program to engage high-risk teen boys ages 14–16 through a series of support meetings focusing on self-esteem and leadership enhancement.
- Nevada is reaching out to Medicaid recipients with children ages 9–14 by informing parents about how to access family planning education for their children, and by encouraging the parents to talk with their children about how an unplanned pregnancy might affect their future.

Rhode Island: *Taking a broad view*

- Teen Parent Programs address paternity establishment and child support, facilitate effective relationships with prospective fathers, and provide education and training on statutory rape.
- Two Town Teen Networks, in communities with the highest teen pregnancy rates, foster better communication between adolescents and community agencies.
- Computer-based training for minority students offers young men new opportunities and is part of a preventing too-early fatherhood agenda.
- Legislation is pending to develop a comprehensive statewide plan to prevent and reduce the incidence of unintended pregnancies that includes attention to male involvement.

Enhancing Fathers as Economic Providers

Promoting the economic responsibility of fathers has been the central strategy in state efforts to promote responsible fatherhood, at least since the federal government initiated the first Child Support Enforcement mandate in 1975.[8]

As noted earlier, in 1988, the Family Support Act first focused attention on the employment needs of low-income fathers, as part of a framework of family support.[9] Current federal welfare legislation provides yet another opportunity to enhance the ability of low-income fathers to contribute to the economic security of their families. It also provides incentives for states to provide better assistance in obtaining child support for families who are not poor, and not getting child support.[10] Given the recent enactment of the 1996 federal welfare legislation (see Box 3.6), it is not surprising that the states report the level of activity that they do. At the same time, it is important and encouraging that they are linking welfare reform efforts to a fatherhood agenda. That is not required under the welfare law.

Four clusters of strategies were reported by about half of the states. All are linked directly to welfare reform.

First are a series of efforts to ensure that fathers who can, but don't, pay child support. As noted, this is clearly reflected in the message of some of the public-awareness campaigns. In a much more targeted way, it is also reflected in the fact that more than half the states report implementing license revocation strategies. No state reported any systematic efforts to evaluate the impact of license revocation strategies, or whether there were any special exemptions (for example for a father who needed his car to get to work). However, Illinois did report that even the threat of revocation was sufficient to increase the amount of child support collected. In a variation on the

Box 3.6

Opportunities and Risks for Fathers in the Welfare Law

In August of 1996, congress enacted major legislation replacing the Aid to Families with Dependent Children (AFDC) program with a new Temporary Assistance to Needy Families (TANF) block grant to the states, and strengthened child support provisions. The legislation, known as the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), is very complex[11] and many analyses have been or are being prepared.[12] Below is a brief synopsis of how the PRWORA is likely to affect fathers.

- Permits states to offer benefits to all poor two-parent families and, depending on how the state defines families, to also provide services to the nonresidential parent.
- Permits the state to offer work opportunities to the noncustodial father.
- Requires all states to allow fathers to initiate paternity actions.
- Makes optional and solely at the state's expense, any direct child support payments to the families (previous law required a $50 pass through to families, with the cost shared by federal and state governments).
- Requires states to create a state case registry that contains basic information about all child support awards and other information on families receiving public assistance or child support services.
- Allows states to revoke the driver and professional licenses of nonresident parents not paying child support.
- Eliminates Food Stamp eligibility for fathers behind in child support payments.

theme, Texas is even requiring an affidavit from couples seeking a marriage license that they do not owe back child support. Other states are trying to strengthen child support enforcement procedures. Interestingly, only one state, Illinois, reports checking state employees to ensure they are current in child support, and if not, helps them to develop a payment plan.

Other reported strategies to increase child support collection included cross-training of welfare, legal, and child support enforcement staff at the community level (Oregon) and a special outreach effort with Head Start (Kentucky). Georgia reported targeting special outreach materials to mothers, made available, for example, in health clinics.

The second most frequently reported strategy focuses not on so-called deadbeat dads but on low-income dads. States report efforts that range from helping such fathers' access jobs to fully-developed program approaches. If the states reporting primarily job-linked strategies that focus on low-income custodial fathers are combined with the states reporting job-connection efforts that specifically and explicitly address fathers as nurturers, over half the states reported a focus on helping low-income fathers as providers. Surfacing a little known reality, at least two states, Illinois and Oregon (on a pilot basis), are focusing attention on men who receive Food Stamps. Many are also nonresident fathers, but this has not, until now, systematically informed policy or program development.

Just over half the states report strategies to permit fathers to remain with mothers even if they are low-income and need some kind of public assistance. California, in a special incentive effort known as Wedfare, extends child care and health benefits to parents who marry.

The treatment of low-income fathers in the context of welfare has been problematic. The original legislation was intended for orphaned children. In response to perceived abuses, the so-called "man in the house" rule[13] stipulated that if a man were present, public assistance could not be provided to the child. More recent changes made it optional, but permissible, for states to provide assistance to families with two parents if the father was unemployed.[14] Current public policy appears to be catching up with the

Box 3.7

Contrasting Approaches to Welfare Reform and Fathers

Connecticut: *Connecting low-income fathers to the workforce*

- The Family-to-Family Mentoring Program connects families not receiving public assistance with families who are, providing direct and personal support to those making the transition from public assistance to self-sufficiency. (The particular focus is on involving male mentors to demonstrate successful on-the-job business skills.)
- A special program for noncustodial fathers is being developed based on a successful national model, Parent's Fair Share.
- Connecticut helps two-parent families find jobs.

Florida: *Emphasizing child support collection from low-income fathers*

- WAGES (the state's welfare legislation) provides for participation in work activities for noncustodial parents who are delinquent in child support payments and permits wage garnishment.
- The law toughens paternity testing provisions. (The Department of Revenue is authorized to establish pilot programs which will require genetic testing in child support enforcement cases.)
- The law permits benefits to two-parent families.

Georgia and Oregon: *Using a range of strategies*

Georgia

- The Fatherhood Employment Project, emphasizing local job development, is an initiative to help unemployed noncustodial fathers find work and/or training in seven sites.
- The Child Support Enforcement Program includes a strong focus on paternity establishment and obtaining health insurance for children.
- A pilot program in one county requires fathers two months behind in child support, whose children are receiving public assistance, to perform community service.
- Two-parent families are eligible for welfare assistance.

Oregon

- A pilot project helps noncustodial fathers who receive Food Stamps access jobs and maintain or develop relationships with their children.
- Cross-training at the community level brings together child support enforcement personnel, district attorneys, and welfare field staff.
- Statewide performance indicators monitor child support collection progress.
- Procedures have been implemented to track down and identify alleged fathers, (except adolescents, who can only establish paternity voluntarily).

Texas: *Emphasizing child support collection from all fathers*

- New legislation requires that state professional, driver, and recreational licenses be revoked if child support payments are more than 90 days past due.
- Couples applying for marriage licenses must sign an affidavit that neither owes back child support.
- Welfare recipients must sign a personal responsibility agreement requiring them to establish the paternity of every child receiving benefits or potentially face loss of benefits.

reality of a large proportion of fathers who are either unemployed or underemployed and may also lack the parenting experience or skills that lead to the well-being of children.

Four states, in conjunction with an agenda to encourage responsible fatherhood, also report that they have either earned income tax credits or state minimum wage laws higher than the federal minimum wage to enhance the earning capacity of low-income fathers.[15]

Twenty-three of the 44 states are implementing three or more economic strategies, suggesting a clear recognition that different fathers need different combinations of policies. (Box 3.7 describes the mix of strategies used by some of the states. Box 3.8 describes the multiple strategies one state, Illinois, is using to enhance the role of fathers as economic providers.)

Strengthening Fathers as Nurturers

Across the states, although not in a comprehensive way in any one state, there is recognition of the importance of paying attention to the social and psychological as well as the economic aspects of parenting.

Box 3.8

Enhancing Fathers as Economic Providers Pays Off: The Illinois Experience

Illinois has developed a comprehensive approach to enhancing fathers as economic providers by targeting different groups of fathers. Data suggests that the effort pays off. Strategies include:

Eliminating the marriage penalty

- This enables two-parent families to receive benefits and work. Since the program's inception in October 1993, the number of two-parent AFDC cases with jobs has increased fourfold.

Connecting different groups of noncustodial fathers with work

- Noncustodial fathers who volunteer for help: The Paternal Involvement Project (PIP) provides help to noncourt-ordered, noncustodial fathers in getting jobs and reconnecting with their children. PIP is a public/private partnership that began as a demonstration project in 1994, but due to its success, became a permanent program in July 1996. Approximately 70% of the participants have obtained employment over the past two years.
- Court-ordered, noncustodial fathers: The Noncustodial Earnfare Initiative helps noncustodial parents ordered by the court to pay child support find jobs. It began as a pilot project in Chicago in April 1995, as a collaborative effort of the Department of Public Aid's Division of Planning and Community Services and the Division of Child Support. It is now statewide, and of the 1,725 individuals who have participated, 80 noncustodial parents have entered employment, 130 have entered subsidized employment, about 500 are in court-monitored job search, and over 350 are participating with special contractors in preemployment activities.
- Food Stamp recipients/noncustodial fathers: Focusing on unemployed Food Stamp recipients who are also noncustodial parents, Illinois provides intensive preemployment services to them. Services include individualized job skills training, education, intensive preemployment activities and placement into subsidized employment. (From July 1994 to June 1996, 1,886 clients received services and 240 gained unsubsidized employment.)
- Incarcerated fathers: The Life Skills program focuses on incarcerated, noncustodial parents. It includes courses on parenting infants and toddlers, school-aged children, and adolescents, and has been implemented throughout Illinois' correctional facilities. Illinois is exploring establishing an income-withholding process for wages earned by incarcerated parents.

Strengthening child support enforcement

- Illinois uses multiple strategies including public awareness, contracting with a private collection agency, direct deduction of child support payments from the noncustodial parent's paycheck, and garnishing wages to increase child support collection rates.
- State employees are required to be current in paying their child support. Existing employees are monitored to ensure their compliance, and new employees are screened at the time of hiring. State employees who are delinquent on support obligations are required to enter into payment plans to bring their payments up to date.
- Professional licenses are suspended for delinquent noncustodial parents. The effort began with the Department of Professional Regulation, but is currently expanding into all other state agencies that issue licenses. While only 15 licenses have been revoked so far, the threat of revocation has resulted in over $3.7 million in collections.

Strategies reported by the states to help fathers positively parent and nurture their children cluster in four areas. (See Box 3.9.) Most common are strategies that seek to mitigate the immediate impact of divorce on children (14 states). This includes counseling and education about the impact of divorce directed toward the adults. Several states also report no-fault divorce laws or presumptions of joint custody, as well as efforts to revisit no-fault divorce laws. State efforts related to divorce also encompass strategies to ensure visitation for the children, perhaps reflecting research (see Chapter 2) suggesting parental involvement facilitates child support payment. Thus, three states report they have strategies to promote visitation; six states are planning them.

Second, states are making an effort to incorporate a focus on relationships and parenting in job-linked strategies for noncustodial, typically low-income parents. This is an interesting development that reveals the states' commitment to a view of responsible fatherhood that goes beyond an economic one. A few states also report efforts to pay significant attention to fathers in statewide parent education strategies. A number of efforts also recognize that a mother's involvement is critical to promoting positive father-child relationships. As Connecticut put it in responding to our survey, "building such relationships is a family affair."

Box 3.9

Strengthening Fathers as Nurturers

Focusing on low-income, noncustodial fathers

- Arkansas reported that an Alternative Parental Support Program administered by the Child Support Enforcement Agency provides noncustodial parents with education and job training, family planning, and positive parenting education. Fathers who enroll in the program can postpone child support payments. Failure to meet the requirements can result in dismissal from the program and demanding payment of all past due child support.
- Connecticut supports the Hartford Housing Authority Family Reunification Project for noncustodial parents. This is a collaborative program between the Hartford Housing Authority and the Child Support Enforcement program. Noncustodial fathers are placed in jobs associated with a housing reconstruction project. Fathers are given help in building relationships with their children and families in a program jointly staffed by the Department of Social Services and the Child Support Enforcement Agency.
- Nevada now includes family planning, paternity issues, and fatherhood-related topics in all of its employment and training classes.

Enhancing family relationships

- Iowa requires all couples filing for divorce to attend a mandatory education program on the impact of divorce on their children. The state has also proposed legislation to help noncustodial parents gain access to their children, including the funding of neutral drop-off sites and the provision of special protections if custodial parents move out of state.
- Kentucky has developed a proposal to promote access and visitation within judicial districts. Viewed as a variation on a family resource program, it will include mediation, counseling, and education, development of parenting plans, visitation, enforcement (monitored and supervised, with neutral drop-off and pickup sites), and the development of visitation guidelines and alternative custody arrangements.
- Utah permits the suspension of driver licenses of custodial parents who do not allow the noncustodial parent to follow the visitation schedule established by the court.

Promoting visitation: Inventing the future

Examples of current strategies:

- Hawaii purchases services which provide for visitation of children with their noncustodial parents.
- Michigan's Child Support Program provides services to resolve issues and disputes arising over visitation and custody on an as needed basis.
- Utah permits the suspension of driver licenses of custodial parents who do not allow the nonresident parent to follow the visitation schedule established by the court.

Examples of proposed strategies:

- Iowa (which has a joint-custody presumption for divorcing parents and offers counseling) has proposed that denial of visitation be grounds for modification of the custody order; requiring notice to the noncustodial parent of relocation of the children out-of-state, removing driver licenses for denial of visitation; making interference with visitation a criminal act; and developing do-it yourself procedures to enforce visitation rights. (Although the state did not report this, presumably, there are also good-cause exceptions.)
- Kentucky is proposing to establish a program to promote access and visitation through a family resource program that will include mediation, counseling and education, development of parenting plans, visitation enforcement (monitored/supervised, neutral drop-off and pick-up sites), and the development of visitation guidelines and alternative custody arrangements.

Making the workplace father friendly

- South Carolina's Governor has instructed a cabinet agency to develop family-friendly work policies for state employees that allow fathers and mothers more time with their children.

Helping incarcerated fathers

- Illinois offers parenting classes in almost every correctional facility, based on the Life Skills program, a multifaceted curriculum that includes parenting, consumer education, finance management, and balancing home and work stresses. Parenting is taught in three courses: one on parenting infants and toddlers, one on parenting elementary school-aged children, and one on parenting adolescents.
- New Jersey's Department of Corrections provides parenting classes to discuss responsible parenting and family relationships. Groups of 10 to 15 inmates meet once a week for 12 weeks to discuss such topics as fathering from prison, what children need, and mending broken relationships.
- Vermont has developed a play group for incarcerated men and their children, giving them the opportunity to develop new patterns of relationships not only with their children, but also with their children's caregivers. During the school year, the focus is on preschool-aged children; during the summer the project expands to serve children to age 10. Each week the children and fathers work on a project that the children can take home. These focused activities are used to nurture and establish the bond between the father and child. For some inmates, the play group is their first father-child interaction in which they are substance-free.
- Missouri's Parents as Teachers and the Division of Probation and Parole will begin parenting classes for fathers who are on probation or parole on child rearing and how to cooperate in shared parenting with custodial parents. It is also developing, through the statewide PAPA program (see Box 3.10), in-house television courses on parenting for maximum security inmates.

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Only a few states report specific efforts to link a fatherhood agenda with an early childhood agenda, particularly through statewide education strategies, and or prevention strategies. This is surprising since states are devoting much energy to building comprehensive early childhood program and planning strategies.[16] Hawaii, for example, has linked fatherhood efforts to Healthy Start, Parentline, and Prevent Child Abuse Hawaii; Minnesota has created a spinoff of Minnesota's Early Learning and Development (MELD) statewide parenting education program for young fathers. Missouri is developing a special initiative based on its well-known Parents As Teachers, for men on parole and probation.

Third, eight states report targeted efforts to help incarcerated men in their parenting and family roles, in initiatives that range from formal curricula to small group discussions to, in one state, opportunities to interact with children in a protected setting.

Surprising in its absence, however, is attention to the impact of the workplace on fatherhood.[17] For many fathers, a central task of fatherhood is balancing work and family life. The tensions around flexibility and role differences emerge as society casts off the stereotype of men as "the providers" and women as "the nurturers" and families struggle with the daily decisions of how to share child rearing. This is an issue whether the father is living with his children in a two-parent family, is raising them alone, has joint-custody status, or has no custody but wants to maintain his relationship with them.[18] Sometimes, there are also reports of tragic family situations propelled by nonsupportive workplaces and fathers losing jobs while trying to help care for children. In the course of this study, we even learned about a father who lost a job because he took two days off when his wife had a baby.

Only one state, South Carolina, reports that the Governor has directed his cabinet to review how state agency directors can promote a father-friendly workplace. No state reports any commissions being charged to explore how the state, as employer, may support the nurturing aspects of fatherhood. Only two states report work and family leave policies that go beyond those of the federal government (although several other states are known to have such policies).[19]

Building Leadership Capacity

Although only one-third of the states report leadership-building strategies, there is considerable variety and innovation in what the states report.

A few states have designated high-level staff to orchestrate and oversee state efforts across agencies and areas of focus. Thus, Colorado, Maryland, and Tennessee report designated staff at the state level to provide overall leadership to the development and implementation of a fatherhood agenda. (Some states may have individuals informally filling similar roles, but this is not reported in the survey.) Another set of states has formed, typically with gubernatorial leadership, state-level commissions or task forces. (One state, Hawaii, reports a failed legislative effort, but anticipates trying again.)

Third, several states report community mobilization strategies organized to build local community and provider leadership for a fatherhood agenda. (See Box 3.10.) In addition, a small number of states report using a mini-grant strategy to infuse local programs with a fatherhood component, typically with the particular approach to be decided by the local community.

Box 3.10

Building Community Leadership: Four States in Action

Colorado: *Mobilizing Community Leadership*

Colorado has a multi-year effort to build leadership to promote responsible fatherhood.

- In 1995, the Governor convened a Task Force on Responsible Fatherhood.
- In 1996, the Task Force released a comprehensive report with a general set of recommendations.
- In 1997, the Task Force convened two action teams, the Judicial Action Team and the Re-engaging Fathers Action Team, to develop a specific set of recommendations for legislative, judicial, and community action. The Judicial Action Team is focusing on issues such as parenting time, access, visitation, and child support. The Re-engaging Fathers Action Team is developing standards and principles to guide funding of community initiatives.
- In the fall of 1997, the Governor will hold a summit to cultivate local leadership around the issue of responsible fatherhood, to provide communities with concrete strategies for program development, and to help communities develop fund-raising options.

Indiana: *Using mini-grants to promote local attention to fathers*

- Indiana instituted a $2 million program to enhance the capability of local programs serving fathers to promote their emotional and financial involvement with their children. Funding is from money saved from declining caseloads. The program was started by a previous administration, and, in bipartisan recognition of the importance of this issue, has been continued. Initially, 22 programs have been funded. It is anticipated that an additional 40 to 50 programs will be funded under the continuation effort. A comprehensive evaluation is planned.

Minnesota: *Communities reaching out to fathers. A Father-to-Father Leadership Effort In Action*[20]

Minnesota is the first state to launch a Father-to-Father initiative. The initiative, thus far, has brought together more than 50 organizations to support fathers. Activities of the Minnesota Father-to-Father initiative are outlined below.

- Eight school districts are creating Father-to-Father mentoring programs by recruiting volunteers from among the dads who participate in their Early Childhood Family Education classes;
- One district is developing a training program for volunteers and "Daddy Kits" to provide information and activities for dads and kids of various ages and stages;
- A church-affiliated, father-support program will offer wage and rent subsidies to men who volunteer to reach out to new dads in the community;
- The student health service at the University of Minnesota is using peer educators to reach out to students who are fathers;
- In one rural county the schools, public health, social service agencies, and the Minnesota Extension Service have formed a "Partners in Parenting" collaborative to support young dads;
- A major health care provider is planning a Father-to-Father program for new dads as a part of their Total Pregnancy Care initiative.
- A spiritual counseling center is making father support a new priority, bringing diverse groups of dads together for retreats to explore spiritual issues and fatherhood;
- An urban family support program is organizing fathering forums, bringing together African American grandfathers, fathers, and youth to create a strong community of men; and
- Leaders of existing father-support programs have volunteered their time to develop and disseminate a directory of father-support services, as well as training resources for other organizations that want to reach out to dads in new ways.

Missouri: *Linking state and community strategies*

Missouri is implementing a statewide Parenting and Paternity Alliance (PAPA) intended to:

- educate service providers and community leaders about the importance of including both parents in action plans;
- provide parents, especially fathers, access to a support network; and
- implement a media campaign.

The aim is to reach fathers in communities and in prisons. To date, two local PAPA's have started, one involving rap sessions, the other using peers as educators. The initiative is coordinated by a full-time, state-level person in the Division of Child Support Enforcement.

Massachusetts: *Building a provider network*

- Using funds from the Children's Trust Fund, a Fathers and Family Network was established in 1996 to provide opportunities for further program development and training needs related to fathering. Over 100 interested individuals and organizations are represented in the network.

Other Opportunities

This chapter has focused on reporting state-level activities. At the same time, it is appropriate to mention other opportunities, both at the national and local levels, to promote responsible fatherhood and continue the momentum highlighted in Chapter 1. Mapping these opportunities represents a pathway to building greater connections between these other efforts and emerging state policy.

Opportunities at the National Level

An important source of insights for deepening the current practice and policy context about fatherhood is the growing network of state and national father-focused resource and advocacy organizations. (For a partial listing of these, see Appendix G.) These organizations are important resources both for the states and for local communities in helping to build networks of spokespeople who understand both the challenges and opportunities of promoting responsible fatherhood. The Fatherhood Initiative, for example, is helping states promote public awareness. The National Center on Fathers and Families, through its synthesis of practice-based knowledge, as noted in Chapter 1, provides a framework to help refine and improve policy and practice. (See Box 1.1.)

Local Opportunities

An equally important source of innovation and ideas are local programs that are springing up all over the country attempting to address fatherhood-related issues, often in the context of other work with children and families.[21] These efforts too, although often independent of state policy, provide an important source of information to policymakers, highlighting approaches and ideas that can be tested, evaluated, and integrated into state policies. Box 3.11 has four examples of such programs.

What Can States Do? Opportunities for the Future

This report reveals not only great interest among the states in promoting responsible fatherhood, but also enormous energy in the level of activity and diversity in the approaches taken.[22] Thus, it suggests a very powerful framework upon which to strengthen the leadership by the states in promoting responsible fatherhood. At the same time, it also suggests at least five areas for greater focus as well as new opportunities to create not just more activities, but a more coherent agenda.

Putting the Findings in Perspective

1. Despite the range of strategies, there does not seem to be a close mapping between the demographic profile of fathers within each state, and a tailoring of the strategies to reach these different groups of fathers. Only three states (Illinois, Oklahoma, and Vermont) report explicit program strategies targeted to fathers in three or more of the subgroups of fathers that the profile of fatherhood in Chapter 2 suggests are important.

Box 3.11

Examples of Local Programs that Encourage Responsible Fatherhood[23]

Targeting minority fathers

Baltimore City Healthy Start is an Infant Mortality Reduction Program that provides support services for high-risk pregnant women and their children in several Baltimore communities. Recognizing that the cultural and environmental context in which the men live influence their behaviors and relationships, the Baltimore Healthy Start Men's Services has developed a curriculum specifically targeted to their primary audience: low-income, inner-city, African American men.[24] The curriculum, The Healthy Start Father's Journal, emphasizes fathers maintaining involvement with their children and families through the promotion of parenting skills and provision of peer and program support. The curriculum also teaches men how to accept and care for themselves; how to manage their own sexual health and care for their partner during pregnancy; how to handle and touch children; and how to manage their anger. The curriculum was developed "in progress" during the first year of operation, with input from group participants on what worked in keeping them engaged with the program and with their partner and children. Currently 200 men are served by the program, which continues to expand.

Involving men in Head Start programs

St. Bernardine Head Start in Baltimore, Maryland is a program that empowers parents to be the primary educators of their children and helps families to achieve economic self-sufficiency. St. Bernardine has a male involvement component. The initial concept came about because of a concern for the lack of male involvement in the child rearing and education process of the Head Start students. This project promotes both parents as the primary educators of their children, while focusing on enhancing the male nurturing role. By increasing a male presence in the program, parents and children in the community have begun to view the male as a positive role model with the ability to nurture. The Center also supports men in receiving needed services such as literacy, job training and placement, access to mental health services, and continuing education.

Helping divorcing families through collaboration

The Friend of the Court Office (FOC), a state-administered agency, works with other state and local agencies and acts as the child support enforcement agency in Kent County, Michigan. FOC serves divorcing families by preserving the well-being of children while working with both custodial and noncustodial parents. FOC offers parent education and mediation services as well as counseling services to children. Parents are also required to undergo group counseling if a fight erupts. FOC also acts as a Parents' Fair Share site. FOC collaborates with local agencies such as the Kent County Department of Social Services Family Independence Agency (FIA) (the local welfare agency), the County Prosecutor's Office (in the event that custodial parents deny visitation rights), the Protective Services Agency (in cases of neglect or abuse), and the Juvenile Court (assisting adjudicated youth.) An example of a collaborative effort is the drafting of policy around parental kidnapping done by the FIA, the Prosecutor's Office, and FOC. The working relationship between the agencies is kept informal, ensuring that each agency keeps its autonomy.

Involving teen males in pregnancy prevention

The Austin/Travis County Health and Human Services Department in Austin, Texas has recently initiated a new project designed to involve young men in teenage pregnancy prevention education. With a grant from the Office of Population Affairs, the Adolescent Males Project has hired a teenaged male who resides in the neighborhood with the largest teen birth rate in the city. The peer educator acts as education assistant to the Family Life Educator and provides family life education to males and females at local schools and in the community. The Adolescent Males Project has proven beneficial in several ways. First, the young men and women who receive the education services relate well to the peer educator due to their mutual respect and common neighborhood. Also, the young men have increased their knowledge of reproductive health (in both males and females), and how to navigate the health care system in their area.

2. Although there are clear links between a fatherhood agenda and a welfare reform agenda, linkages with other state-initiatives to enhance outcomes for children and families are not so clear. Thus, only six states report explicit efforts to build a focus on fathers into programs for young children and families (for example, Hawaii's Healthy Start, Parentline, and Prevent Child Abuse Hawaii). Yet other research suggests considerable state activity in building family support strategies, particularly through early childhood initiatives.[25]

3. Although links between a welfare reform agenda are very strong with respect to engaging noncustodial fathers in jobs and parenting (that is, enhancing economic and nurturing roles), issues such as domestic violence[26] and the impact of sanctions for families on children do not

appear to be connected with a fatherhood agenda. Thus, in the context of fatherhood activities, only one state, Tennessee reports an explicit strategy to address domestic violence.[27]

4. With some exceptions, states have focused very little effort on evaluating the impact of their fatherhood initiatives on the well-being of children. States are assessing changes in child support collection rates, but only one state, Oregon, reports this as part of its annual accounting of statewide performance on behalf of children and families. No state reports efforts to assess the impact of newer strategies, such as license revocation strategies, or public-awareness campaigns.

5. Although in a few states, gubernatorial or high-level, cross-system, statewide leadership has been identified, in many other states, leadership for fatherhood initiatives is either within one agency (typically child support enforcement) or scattered across agencies and not governed by any overall strategic plan.

Recommendations[28]

This report has highlighted the current status of states' efforts to promote responsible fatherhood. It concludes with a set of recommendations that grow from its focus both on increasing the leadership capacity within the states, and on developing and testing strategies to enhance fathers in their roles as both economic providers and nurturers.

To build leadership to encourage responsible fatherhood states can:

- Provide high-level state leadership and develop a strategic plan to promote a coherent responsible fatherhood agenda that addresses the needs of a variety of fathers from both an economic and nurturing perspective.
- Link community mobilization strategies with a fatherhood agenda.
- Use a mini-grant challenge program to ensure that there is attention to fathers in local programs intended to strengthen families and communities.
- Build the capacity to evaluate the impact of strategies and policies that promote responsible fatherhood, including those that use punitive as well as incentive, or supportive approaches. Assess the impact on different groups of fathers.

To increase fathers' roles as economic providers for their children states can:

- Fully and creatively implement welfare reform strategies to permit families to remain together and ensure that fathers as well as mothers have access to help in gaining and keeping employment.
- Take steps (for example, increasing the minimum wage) to reduce pressures on low-wage workers (both mothers and fathers).
- Work to aggressively improve high school graduation rates, including opportunities for those fathers who have dropped out of school to reconnect to educational institutions.

- Pay attention to strategies to help fathers be involved with their children as a central part of a child support enforcement strategy.
- Identify opportunities to help custodial parents access child support (for example, using Head Start, as Kentucky does, or other family-friendly programs).

To increase fathers' ability to nurture their children states can:

- Explicitly include father-focused parenting strategies as part of state parent education and family support efforts. This means building links with programs to enhance outcomes for young children through such programs as Healthy Start, Parents as Teachers, Family Resource Centers, Head Start, and state prekindergarten programs.
- Ensure that job-linked strategies for nonresident, low-income fathers include a strong focus on parenting and building positive family relationships.
- Provide opportunities for divorcing families to have access to counseling, mediation, or other strategies to buffer the impact on children, as well as efforts to prevent family disruption before divorce.
- Promote father/family-friendly workplace policies as a major state employer, and work in conjunction with the business and corporate community to promote father/family-friendly private sector workplaces.
- Use the state's own work-related policies as a laboratory to model father-friendly policies.
- Develop protections for children and mothers who might be at risk of domestic abuse and/or severe conflict through reengagement of nonresident fathers.
- Ensure that there are specific strategies to help groups of fathers facing especially difficult parenting challenges, including teen fathers, single custodial fathers, fathers of children with special needs, and incarcerated fathers.

Conclusion

The level of activity within and across the states focused on promoting responsible fatherhood both from an economic and a social and psychological perspective is substantial. Particularly with respect to noncustodial fathers, there seems to be growing recognition that they are a diverse group. Thus, states are beginning to create policy strategies targeted to different subgroups of nonresident fathers. States have paid less sustained attention to fathers raising children alone, or to workplace/father/family-friendly policies. At the same time, although there is similarity across the states in some aspects of the strategies that are emerging, there is neither a value-based consensus, nor research-based evidence about what approaches work best for which group of fathers. Together, the message this sends is clear. There is enormous opportunity for innovation and leadership by the states in this emerging area of policy development, and there is a critical need for thoughtful assessment to inform the innovations.

Endnotes

1. As quoted in Ash, D. (1996). Public policy and poor, unwed fathers: Case studies show dads aren't "deadbeats." *Family Resource Coalition Report*, 15(1), pp. 14–16.

2. Buono, J. (1996/1997). Personalizing the book business. *At-Home Dad*, Winter (12), p. 5.

3. The American Bar Association's Center on Children and the Law is in the process of conducting an analysis of issues related to statutory rape with respect to young girls from ages 10–15.

4. Seven states presently have minimum wages above the federal level ($4.75/hour increasing to $5.15/hour in September 1997), ranging from $5.18/hour in Connecticut to $6.15/hour in the District of Columbia. Seven states have developed their own Earned Income Credit programs in addition to the federal program (Iowa, Maryland, Minnesota, New York, Rhode Island, Vermont, and Wisconsin).

Lav, I. J. & Lazere, E. B. (1997). *A hand up: How state Earned Income Credits help working families escape poverty, 1997 ed.* Washington, DC: Center on Budget and Policy Priorities.

5. Implementing supervised visitation is a specific concern of a recent notice of grant funds available to model projects to combat domestic violence. Under the terms of The Family Violence Prevention and Services Program Act, the Office of Community Services, Administration for Children and Families, U.S. Department of Health and Human Services recently issued a notice that grants of approximately $137,358 each are available for state domestic violence coalitions (in conjunction with family law judges, criminal court judges, child protective services agencies, child welfare agencies, family preservation and support service agencies, and children's advocates) to develop appropriate responses to child custody and visitation issues in domestic violence cases and in cases where domestic violence and child abuse are both present. Altogether the Department will make $7.2 million available for grants to state domestic violence coalitions.

U.S. Department of Health and Human Services. (1997). Notice of the availability of funds to state domestic violence coalitions for grants to carry out family violence intervention and prevention activities [Program Announcement No. OCS 97-05]. *Federal Register*, January 28, 62(18), pp. 4054–4064.

6. A recent study estimated that half the fathers of children born to teen mothers ages 17 or younger were ages 20 or older. Other estimates suggest that two-thirds of the fathers of children born to teen mothers were not teenagers themselves, with over 25% of the fathers age 22 or older; in one-fifth of the cases, the fathers are at least six years older. The Alan Guttmacher Institute in 1995 reported that three-quarters of the fathers of babies born to girls ages 15–17 were adults, 42 percent were ages 20–24 and 7 percent were ages 25–29. In 1997, AGI updated the figures, reporting that, based on an analysis of 1988 data, among mothers ages 15–17, 27% of the fathers were at least 5 years older and 21% of babies born to unmarried teens were fathered by much older men.

Brien, M. J. & Willis, R. J. (1997). Costs and consequences for the fathers. In R. A. Maynard (Ed.), *Kids having kids: Economic costs and social consequences of teen pregnancy*. Washington, DC: The Urban Institute Press.

Landry, D. J. & Forrest, J. D. (1995). How old are U.S. fathers? *Family Planning Perspectives*, 27(4), pp. 159–165.

Lindberg, L. D.; Sonenstein, F. L.; Ku, L.; & Martinez, G. (1997). Age differences between minors who give birth and their adult partners. *Family Planning Perspectives*, 29(2), pp. 61–66.

See also endnote 3.

7. Data suggest that the children of 60% of California mothers aged 16 and under were fathered by post-school-aged men. See National Center for Youth Law, Child Support Project; Child Support Reform Initiative; & Children Now. (1996). *Past due: Child support collection in California, data supplement*. San Francisco, CA: National Center for Youth Law.

8. Garfinkel, I. & McLanahan, S. (1995). The effects of child support reform on child well-being. In P. L. Chase-Lansdale & J. Brooks-Gunn (Eds.), *Escape from poverty: What makes a difference for children?* New York, NY: Cambridge University Press.

9. Chilman, C. S. (1992). Welfare reform or revision? The Family Support Act of 1988. *Social Service Review*, 66(Sep.), pp. 349–377.

10. Roberts, P. (1996). *Child support cooperation issues: Implementing the provisions of the "Personal Responsibility and Work Opportunity Reconciliation Act of 1996."* Washington, DC: Center for Law and Social Policy.

11. The provisions of TANF, one of two block grants created under PRWORA (Public Law 104-193), replace the former welfare programs AFDC, EA, and JOBS, with fifty state-designed welfare programs that must be implemented by July 1, 1997. TANF funds place strict requirements on families receiving benefits, including five-year time limits for receiving cash benefits, strict work requirements for single- and two-parent families, maintenance of effort criteria, limits on benefits to teenage parents, incentives to reduce the adolescent pregnancy rate, performance bonuses for rewarding work and reducing out-of-wedlock births, and limits on benefits to those convicted of drug-related crimes. Box 3.10 provides a list of ways TANF is likely to affect fathers.

12. NCCP is releasing a new series of issue briefs, Children and Welfare Reform, designed to explore the implications of different aspects of welfare reform under P. L. 104-193 for the well-being of children. The first three titles in the series: *How welfare reform can help or hurt children: Anticipating the effects of federal and state welfare changes on systems that serve children;* and *The new welfare law and vulnerable families: Implications for child welfare/child protection systems*, have been published. An issue brief on fathers and the PRWORA is being prepared.

For additional information about PRWORA (P.L. 104-193), see the fact sheet issued by the Center for Law and Social Policy (CLASP). (1996). *The Temporary Assistance for Needy Families Block Grant of H.R. 3734*. Washington, DC: Center for Law and Social Policy. More detailed summaries issued by CLASP, Children's Defense Fund, Center on Budget and Policy Priorities, American Public Welfare Association, and others, are available on the Internet through the Welfare Information Network at: www.welfareinfo.org.

13. Abramovitz, M. (1996). *Under attack, fighting back: Women and welfare in the United States*. New York, NY: Monthly Review Press.

14. Casey, T. J. (1989). The Family Support Act of 1988: Molehill or mountain, retreat or reform? *Clearinghouse Review*, 23(8), pp. 930–944.

15. Many states did not report a state Earned Income Credit or a state minimum wage above the federal level as part of their fatherhood strategies and therefore were not counted for this report, although they have such legislation. See endnote 4 for a description of what states are doing regarding EIC and minimum wage provisions.

16. Knitzer and Page report in *Map and Track* (see endnote 19 in Chapter 1) that three-quarters of the states are investing in statewide program strategies for infants and toddlers, or preschoolers, or both, and a significant number are also initiating parenting support and/or education programs. For example, in 1996, 37 states were supporting one or more state-funded comprehensive program strategies targeted explicitly to young children and their families. This includes the fourteen states that reported the development of family support-type programs.

17. See Chapter 1, endnote 1.

18. In 1995, Louis Harris and Associates interviewed a cross section of 1,500 women and 460 men on issues of work and parenting. The findings suggest that 20% of fathers (compared to 30% of mothers) would rather stay at home caring for children, and only one-third of fathers, compared to 15% of mothers, would prefer to work full time.

See Families and Work Institute. (1995). *Women: The new providers: Whirlpool Foundation Study, Part 1.* New York: NY: Families and Work Institute.

See also Levine & Pittinsky in Chapter 1, endnote 1.

19. The most recent research suggests that 11 states and the District of Columbia have enacted leave laws that guarantee the jobs of working women and men when they must be out of work temporarily for family or personal medical reasons. Thirteen other states provide some kind of job guarantee for family and medical reasons for state employees only. See Women's Legal Defense Fund. (1994). *State laws and regulations guaranteeing employees their jobs after family and medical leaves.* Washington, DC: Women's Legal Defense Fund.

20. Minnesota's Father-to-Father strategy is part of a national effort to unite men in the task of being a strong and positive force in their children's lives. It is a response to Vice President Al Gore's call to action, issued at Family Reunion III: The Role of Men in Children's Lives held in Nashville, TN on July 11, 1994. Vice President Gore's challenge was to bring older men together with less experienced fathers by stating, "there are new, young fathers struggling with every facet of their role, from changing diapers to finding the job that can support their sons and daughters. There are mature, experienced fathers who would love to volunteer to help them. Lets bring them together."

Father-to-Father hopes to galvanize local communities and agencies that choose to participate in the development of plans to: expand and enhance existing father-support programs, create new opportunities for men to come together one-to-one or in groups to support each other in their role as fathers, and rally businesses, congregations, schools, and agencies to focus on the importance of fathers in children's lives.

21. See Levine & Pitt in Chapter 1, endnote 3.

See also Levine, Murphy, & Wilson in Chapter 1, endnote 3.

22. In fact, although it is not possible to do a rigorous comparison with the data from the 1996 Council of Governors' Policy Advisors report, since the questions were asked somewhat differently, an informal comparison suggests that at least one-third of the states responding to both surveys increased their substantive activities in the year between the CGPA and the NCCP survey.

23. For further information on the programs described in Box 3.11: Examples of Local Programs that Encourage Responsible Fatherhood, contact the following resources:

Mr. Joseph Jones
Director, Men's Services Program
Baltimore City Healthy Start, Inc.
600 North Carey Street
Baltimore, MD 21217
Phone: (410) 728-7470

Mr. James Worthy
Men's Program Coordinator
St. Bernardine Head Start
3814 Edmondson Avenue
Baltimore, MD 21229
Phone: (410) 233-4500

Mr. William D. Camden
Director
Kent County Friend of the Court
50 Monroe, Suite 260
Grand Rapids, Michigan 49503

Mr. Andrew Levac
Community Services Division
Austin/Travis County Health and Human Services
P.O. Box 1088 Palm Square
Austin, TX 78767
Phone: (512) 473-4149

24. See Ekulona, A. (1996). *The Healthy Start Father's Journal.* Baltimore, MD: Baltimore City Healthy Start, Inc. The Father's Journal also addresses issues of racism, honesty, self-esteem, and paternity establishment, among other topics. To show their commitment to building strong families and strong communities, each man entering the support group must take the Million Man Pledge scripted by Minister Louis Farrakhan during the Million Man March in 1995.

25. Allen, M.; Brown, P.; & Finlay, B. (1992). *Helping children by strengthening families: A look at family support programs.* Washington, DC: Children's Defense Fund.

See also Knitzer & Page in Chapter 1, endnote 19.

26. A recent analysis prepared by the Children's Defense Fund found that 13 of the 41 states who have filed state welfare plans agreed to the provisions for addressing domestic violence issues in families of welfare recipients outlined in Temporary Assistance to Needy Families (TANF) block grant legislation. Twelve states did address some family violence issues, but did not accept TANF options, while 13 states did not address family violence at all in their state welfare plans. See Children's Defense Fund. (1997). *Selected features of welfare state plans.* Washington, DC: Children's Defense Fund.

27. Although Washington state did not report their efforts around violence prevention as part of a fatherhood agenda to NCCP, a recent demonstration project funding notice from the U.S. Office of Child Support Enforcement cites Washington State for having taken significant steps to combat domestic violence. These activities include: improving front-line worker interviewing skills and sensitivity to domestic violence situations and possibilities; improving the environment of child support offices to make them more conducive to revealing information; ensuring that welfare recipients truly understand child support and good-cause requirements; providing for temporary good cause to allow adequate time for applicants and recipients to obtain corroboration of domestic violence allegations; and referring applicants and recipients to expert help to address areas such as family safety planning that are not normally within the purview of support enforcement agencies.

U.S. Department of Health and Human Services, Office of Child Support Enforcement. (1997). *Funding of demonstration projects [notice of fiscal year 1997 funding for demonstration activities intended to support the objectives of the Child Support Enforcement Program under Title IV-D].* Washington, DC: Office of Child Support Enforcement.

28. In addition to the recommendations mentioned in this report, states should also be aware of recommendations presented by Wade Horn of the National Fatherhood Initiative and Eric Brenner of the Council of Governors' Policy Advisors in a previous report on fathers in 1996: (1) increase public awareness about the importance of fatherhood through public education campaigns and effective use of the bully pulpit; (2) restructure welfare policies to reward marriage and responsible fatherhood; (3) reform divorce laws to make divorce less common and to place the needs of the children on equal priority with those of the divorcing parents; (4) couple child support with stronger enforcement of child visitation rights for noncustodial fathers; (5) implement prison programs to encourage family connections and teach incarcerated fathers how to be better parents; (6) implement model father-friendly employment practices in state government; and (7) advocate and support the development of local fatherhood projects and community fatherhood policies.

CHAPTER 4

State-by-State Summaries of Specific Fatherhood-Related Strategies, Policies, and Indicators

"I never had a dad, a father. Yeah I had role models like uncles, my grandfather, but still, your own father is supposed to be important. It's like with your own father you should have some sort of link. I never had that, but my kids, I want them to know me even though I'm not with them everyday."

Father, age 34, Baltimore, MD[1]

"I just don't understand. I've been established as the father and I'm supposed to pay, but I lost my job when they closed my plant. I called the lady up at child support, and I told her what happened. She said, "Good, you're doing the right thing by calling us. But I just found out I owe over $3,000 in back support, even though I've had no job. You know how I found out about it? When I was about to get hired working security they ran me through consumer affairs, which said I was wanted for child support. I didn't get the job, they're not getting child support—who wins?"

Father, age 31, Los Angeles, CA[2]

Introduction

This chapter provides a synopsis of each state's strategies to encourage responsible fatherhood, including those intended to: promote public awareness; prevent unwanted or too-early fatherhood; enhance fathers as economic providers; strengthen fathers as nurturers; and promote leadership capacity. (See Chapter 5 for the full descriptions.) The state profiles can be used in comparing states by region or along other dimensions of interest. Checked boxes are used to indicate active projects. Boxes are left blank when strategies are planned, but not yet implemented, although planned activities are outlined (and noted in Appendix B).

The profiles also include a state-by-state summary of fatherhood indicators. Figure 4.1 provides a guide to understanding the indicators that have been selected and Figure 4.2 gives the national picture. Topics include Fathers and Families, Fathers and Work, Fathers and Schooling, Fathers and Poverty, and Fathers and Child Support. The data represent an average of state data for the five-year period 1991–1995, unless otherwise noted. Averaging makes it possible to provide state data even with small yearly sample sizes.

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[1] See Ash in Chapter 2, endnote 2.

[2] See Ash in Chapter 3, endnote 1.

State-by-State Summaries of Strategies and Indicators

Figure 4.1
Reader's Guide to the State Summaries

Overview
State Strategies to Encourage Responsible Fatherhood
☐ Promoting Public Awareness About Responsible Fatherhood
☐ Preventing Unwanted or Too-Early Fatherhood
☐ Enhancing Fathers as Economic Providers
☐ Strengthening Fathers as Nurturers
☐ Promoting Leadership Capacity
Fathers and Families
Mother-only families
Father-only families
as percent of all families
as percent of all single-parent families
Unmarried teen mothers
Two-parent families
Divorce rate (per 1,000 population)
Paternity establishment rate
Fathers and Work
Unemployed resident fathers
Resident fathers working part-time
Fathers' median annual income
Fathers and Schooling
Fathers who did not complete high school
Fathers who completed only high school
Fathers and Poverty
Two-parent families
Two-parent families with full-time working father
Single-parent families
Fathers and Child Support
Child support enforcement cases where collection was made
NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

Boxes are checked for those programs that are already being implemented, although we have reported states with planned efforts in the text.

This chart provides an explanation for the social and economic indicators of fatherhood for the 50 states, Puerto Rico,* and the District of Columbia used in this report. All indicators were calculated by NCCP using data from the U.S. Bureau of the Census, March Current Population Survey, and aggregated over the period 1991–1995 (1990–1994 where indicated), with the exception of the "Paternity establishment rate" and "Child support enforcement cases where collection was made," which are based on 1995 data presented in the *Child Support Enforcement 20th Annual Report to Congress*. Indicators include:

Fathers and Families
- Mother-only families (As a percent of all families)
- Father-only families (As a percent of all families and as a percent of all single-parent families)
- Two-parent families (As a percent of all families)
- Unmarried teen mothers (As a percent of all mothers)
- Divorce rate (Number of divorces per 1,000 total population, 1994)
- Paternity establishment rate (The paternity establishment rate, also called the paternity standard, is the total number of children born out-of-wedlock receiving AFDC** or CSE*** services for whom paternity has been established, divided by all children born out-of-wedlock who are receiving AFDC or CSE services. The source for this data used only rounded numbers.)

Fathers and Work
- Unemployed resident fathers (Percent of children under 18 with fathers who are not working but are seeking employment)
- Resident fathers working part-time (Percent of children under 18 with fathers who work at jobs 20 hours or less of those working either part-time or full-time, 1990–1994)
- Fathers' median annual income (Median income of fathers of children under 18, 1990–1994)

Fathers and Schooling
- Fathers who did not complete high school (Percent of children under 18 with fathers who did not complete high school)
- Fathers who completed only high school (Percent of children under 18 whose fathers graduated high school with no further education)

Fathers and Poverty (1990–1994)
- All two-parent families**** (poverty rate of children under 18 in two-parent families)
- Two-parent families with full-time working father**** (poverty rate of children under 18 with fathers working full-time)
- Single-parent families**** (poverty rate of children under 18 in single-parent families)

Fathers and Child Support
- Child support enforcement cases where collection was made (Calculated by dividing the CSE cases in which a collection was made by the average annual CSE caseload in fiscal year 1995. Children not receiving CSE services are not reflected here.)

* Information on Puerto Rico was not included in the March Current Population Surveys. Only data on paternity establishment and child support are reported here.

** Aid to Families with Dependent Children (AFDC) was the federal entitlement program for cash assistance for low-income families and individuals that ended with the enactment of P.L. 104-193, The Personal Responsibility and Work Opportunity Reconciliation Act, on August 22, 1996.

*** Child Support Enforcement.

**** The poverty rate is defined here as the percentage of children under age 18 in families of a particular type that have a family income below the official poverty line established by the federal government. In 1995, that line was $12,156 for a family of three and $15,569 for a family of four.

Figure 4.2
Five-Year National Averages for Fatherhood Indicators

	U.S. National Data
Fathers and Families	
Mother-only families	25.8%
Father-only families	
as percent of all families	4.3%
as percent of all single-parent families	14.2%
Unmarried teen mothers	1.2%
Two-parent families	69.9%
Divorce rate (per 1,000 population)	4.6
Paternity establishment rate	50%
Fathers and Work	
Unemployed resident fathers	5.2%
Resident fathers working part-time	17.9%
Fathers' median annual income	$28,364
Fathers and Schooling	
Fathers who did not complete high school	14.8%
Fathers who completed only high school	33.4%
Fathers and Poverty	
Two-parent families	10.6%
Two-parent families with full-time working father	5.1%
Single-parent families	48.4%
Fathers and Child Support	
Child support enforcement cases where collection was made	19.4%

ALABAMA

Overview

The state of Alabama uses public service announcements to reach fathers. The state's welfare policy revokes licenses of noncustodial parents who do not pay child support and makes benefits available to two-parent families.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Public service anouncements publicizing men's roles in children's lives

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Program strategy (school curriculum)

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- License revocation
- In-hospital paternity establishment

☐ **Strengthening Fathers as Nurturers**

☑ **Promoting Leadership Capacity**
- Working with unspecified local organizations

Fathers and Families

Mother-only families	28.4%
Father-only families	
as percent of all families	3.5%
as percent of all single-parent families	10.9%
Unmarried teen mothers	1.2%
Two-parent families	68.1%
Divorce rate (per 1,000 population)	6.2
Paternity establishment rate	57%

Fathers and Work

Unemployed resident fathers	4.4%
Resident fathers working part-time	16.7%
Fathers' median annual income	$27,000

Fathers and Schooling

Fathers who did not complete high school	14.3%
Fathers who completed only high school	38.0%

Fathers and Poverty

Two-parent families	8.5%
Two-parent families with full-time working father	5.4%
Single-parent families	54.3%

Fathers and Child Support

Child support enforcement cases where collection was made	21.2%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

ALASKA

Overview

The state of Alaska has a minimum wage higher than the federal minimum wage standard and has family and medical leave that exceeds national recommendations. The state also has opted to make welfare benefits available to two-parent families and to revoke the driver and professional licenses of noncustodial parents not paying child support.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - Public service announcements and public signs encouraging responsible fatherhood
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Program strategy—male involvement in pregnancy prevention
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - License revocation
  - Minimum wage higher than federal standard
- ☑ **Strengthening Fathers as Nurturers**
  - Health and medical leave beyond federal requirements
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	21.1%
Father-only families	
as percent of all families	6.8%
as percent of all single-parent families	24.4%
Unmarried teen mothers	0.4%
Two-parent families	72.0%
Divorce rate (per 1,000 population)	5.5
Paternity establishment rate	68%

Fathers and Work

Unemployed resident fathers	8.4%
Resident fathers working part-time	26.8%
Fathers' median annual income	$33,651

Fathers and Schooling

Fathers who did not complete high school	7.4%
Fathers who completed only high school	31.3%

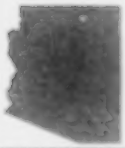
Fathers and Poverty

Two-parent families	8.7%
Two-parent families with full-time working father	2.8%
Single-parent families	27.5%

Fathers and Child Support

Child support enforcement cases where collection was made	17.1%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



ARIZONA

Overview

Arizona has an interagency coordinating council on child support and has mounted several public-awareness campaigns. In addition, it implemented a hospital-based paternity establishment initiative. It has also implemented a court-linked parent education program for divorcing parents.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "Fatherhood can be child's play" (public-awareness initiative utilizing professional sport team)

☑ **Preventing Unwanted or Too-Early Fatherhood**
- School-based curriculum utilizing MTV-style videos

☑ **Enhancing Fathers as Economic Providers**
- Bilingual publication titled *What Every Parent Should Know About Paternity Establishment*

☑ **Strengthening Fathers as Nurturers**
- Education on impact on minor children required for divorcing parents

☑ **Promoting Leadership Capacity**
- Statewide Child Support Coordinating Council

Fathers and Families

Mother-only families	26.4%
Father-only families	
as percent of all families	4.5%
as percent of all single-parent families	14.5%
Unmarried teen mothers	1.2%
Two-parent families	69.1%
Divorce rate (per 1,000 population)	5.8
Paternity establishment rate	56%

Fathers and Work

Unemployed resident fathers	3.8%
Resident fathers working part-time	20.9%
Fathers' median annual income	$26,000

Fathers and Schooling

Fathers who did not complete high school	18.4%
Fathers who completed only high school	26.8%

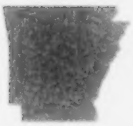
Fathers and Poverty

Two-parent families	10.9%
Two-parent families with full-time working father	6.2%
Single-parent families	51.4%

Fathers and Child Support

Child support enforcement cases where collection was made	11.7%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



ARKANSAS

Overview

Arkansas has enacted new legislation strengthening child support enforcement. It also has strategies for incarcerated men and noncustodial fathers.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Public relations campaign through the Department of Health

☐ **Preventing Unwanted or Too-Early Fatherhood**

☑ **Enhancing Fathers as Economic Providers**
- New child support enforcement provisions consistent with new federal law

☑ **Strengthening Fathers as Nurturers**
- Alternative Parental Support Program for noncustodial fathers
- Health and family education for prerelease inmates in two correction facilities

☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	21.9%
Father-only families	
as percent of all families	3.7%
as percent of all single-parent families	14.6%
Unmarried teen mothers	0.9%
Two-parent families	74.4%
Divorce rate (per 1,000 population)	7.1
Paternity establishment rate	61%

Fathers and Work

Unemployed resident fathers	5.7%
Resident fathers working part-time	18.0%
Fathers' median annual income	$21,000

Fathers and Schooling

Fathers who did not complete high school	14.1%
Fathers who completed only high school	44.6%

Fathers and Poverty

Two-parent families	10.6%
Two-parent families with full-time working father	5.3%
Single-parent families	57.0%

Fathers and Child Support

Child support enforcement cases where collection was made	25.9%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

CALIFORNIA

Overview

California has several different foci for its efforts to promote responsible fatherhood: a public-awareness campaign, teen pregnancy prevention, and marriage-linked incentives.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Statewide male involvement media campaign linked to Male Involvement Program

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Collaborative community-based programs fostering male involvement (23 projects in seven counties, $8 million)
- Programs targeting incarcerated teens
- Increased funding for prosecution of statutory rape cases
- Community forums

☐ **Enhancing Fathers as Economic Providers**

☑ **Strengthening Fathers as Nurturers**
- Family leave greater than federal requirements
- "Wedfare"—transitional welfare benefits available to low-income mothers who marry

☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	25.4%
Father-only families	
as percent of all families	5.5%
as percent of all single-parent families	17.9%
Unmarried teen mothers	1.2%
Two-parent families	69.0%
Divorce rate (per 1,000 population)	n/a
Paternity establishment rate	31%

Fathers and Work

Unemployed resident fathers	7.7%
Resident fathers working part-time	22.6%
Fathers' median annual income	$26,300

Fathers and Schooling

Fathers who did not complete high school	26.9%
Fathers who completed only high school	24.3%

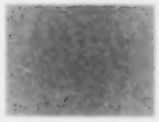
Fathers and Poverty

Two-parent families	15.5%
Two-parent families with full-time working father	7.8%
Single-parent families	47.5%

Fathers and Child Support

Child support enforcement cases where collection was made	13.9%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



COLORADO

Overview

Colorado's Governor has taken a leadership role in promoting responsible fatherhood. The state's efforts are focused on strengthening local program capacity and leadership around positive fathering. In addition, Colorado is one of the few states that has a designated person, a senior policy advisor to the Governor, responsible for fatherhood efforts throughout the state.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Utilizing professional sport team to promote responsible fatherhood, linked with public hearings on responsible fatherhood

☐ **Preventing Unwanted or Too-Early Fatherhood**

☐ **Enhancing Fathers as Economic Providers**

☐ **Strengthening Fathers as Nurturers**
- Conference on fathers of children with special needs (planning stage)
- Commission to study no-fault divorce laws (planning stage)

☑ **Promoting Leadership Capacity**
- State-level Responsible Fatherhood Task Force, linked to two action teams (Judicial Action and Re-engaging Fathers)
- State-level leadership/coordination through Governor's senior policy advisor
- Fatherhood Summit for Community Leaders (planned)

Fathers and Families

Mother-only families	22.2%
Father-only families	
as percent of all families	4.4%
as percent of all single-parent families	16.5%
Unmarried teen mothers	1.5%
Two-parent families	73.4%
Divorce rate (per 1,000 population)	5.1
Paternity establishment rate	51%

Fathers and Work

Unemployed resident fathers	4.9%
Resident fathers working part-time	15.3%
Fathers' median annual income	$31,000

Fathers and Schooling

Fathers who did not complete high school	9.2%
Fathers who completed only high school	24.8%

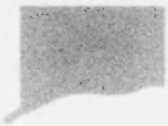
Fathers and Poverty

Two-parent families	8.6%
Two-parent families with full-time working father	4.0%
Single-parent families	40.2%

Fathers and Child Support

Child support enforcement cases where collection was made	15.0%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



CONNECTICUT

Overview

Connecticut's fatherhood-promoting strategies include a public-awareness campaign, strengthened statutory rape provisions, and efforts to encourage and enable men to work, as well as be involved with their families.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - "Dads Do Make a Difference" media campaign
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Special crime-fighting unit to address statutory rape
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - Developing Parents' Fair Share model to increase employment of noncustodial parents
  - Family-to-Family Mentoring program to teach on-the-job business skills
- ☑ **Strengthening Fathers as Nurturers**
  - Hartford housing project to re-unify families through building renovations
  - "Dads Do Make a Difference" program strategy in target neighborhoods
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	23.6%
Father-only families	
as percent of all families	4.3%
as percent of all single-parent families	15.4%
Unmarried teen mothers	0.6%
Two-parent families	72.1%
Divorce rate (per 1,000 population)	2.8
Paternity establishment rate	68%

Fathers and Work

Unemployed resident fathers	5.7%
Resident fathers working part-time	13.1
Fathers' median annual income	$40,000

Fathers and Schooling

Fathers who did not complete high school	7.2%
Fathers who completed only high school	32.9%

Fathers and Poverty

Two-parent families	2.7%
Two-parent families with full-time working father	1.2%
Single-parent families	51.8%

Fathers and Child Support

Child support enforcement cases where collection was made	16.2%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

DELAWARE

Overview

Delaware's fatherhood-related programs and policies are largely related to the new welfare law. The state is part of a national demonstration effort to strengthen its child support collection agency and practices.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - "Strengthening Young Families Program" (aimed at teen welfare mothers and young fathers of their children)
  - Sexual predator legislation for prosecution of statutory rape
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - License revocation
  - Improved child support enforcement
- ☑ **Strengthening Fathers as Nurturers**
  - Parenting classes for incarcerated men
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	28.6%
Father-only families	
as percent of all families	4.1%
as percent of all single-parent families	12.6%
Unmarried teen mothers	1.2%
Two-parent families	67.3%
Divorce rate (per 1,000 population)	4.8
Paternity establishment rate	73%

Fathers and Work

Unemployed resident fathers	4.6%
Resident fathers working part-time	13.5%
Fathers' median annual income	$30,000

Fathers and Schooling

Fathers who did not complete high school	9.2%
Fathers who completed only high school	40.6%

Fathers and Poverty

Two-parent families	2.3%
Two-parent families with full-time working father	1.3%
Single-parent families	30.9%

Fathers and Child Support

Child support enforcement cases where collection was made	27.9%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

DISTRICT OF COLUMBIA

Overview

Most of the programs promoting responsible fatherhood in the District of Columbia are in their planning stages and/or are in response to welfare reform.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Mayor's Committee appointed to mobilize community around early fatherhood
- ☑ **Enhancing Fathers as Economic Providers**
  - License revocation
  - In-hospital paternity establishment
- ☐ **Strengthening Fathers as Nurturers**
- ☐ **Promoting Leadership Capacity**
  - Mini-grants (proposed)

Fathers and Families

Mother-only families	56.8%
Father-only families	
as percent of all families	5.5%
as percent of all single-parent families	8.9%
Unmarried teen mothers	3.4%
Two-parent families	37.7%
Divorce rate (per 1,000 population)	3.9
Paternity establishment rate	n/a

Fathers and Work

Unemployed resident fathers	3.5%
Resident fathers working part-time	15.1%
Fathers' median annual income	$22,000

Fathers and Schooling

Fathers who did not complete high school	27.8%
Fathers who completed only high school	24.7%

Fathers and Poverty

Two-parent families	12.2%
Two-parent families with full-time working father	3.7%
Single-parent families	54.0%

Fathers and Child Support

Child support enforcement cases where collection was made	10.5%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

FLORIDA

Overview

Florida's Governor signed legislation to convene a Commission on Responsible Fatherhood in June 1996. Florida's welfare legislation contains many provisions affecting fathers.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Strengthening statutory rape legislation
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - Work requirement for noncustodial parents
  - Genetic testing in child support cases (planned)
- ☑ **Strengthening Fathers as Nurturers**
  - Commission on Fatherhood provides parenting skills training to both mothers and fathers
- ☑ **Promoting Leadership Capacity**
  - State-level Commission on Responsible Fatherhood
  - Mini-grants to local coalitions

Fathers and Families

Mother-only families	29.3%
Father-only families	
as percent of all families	4.3%
as percent of all single-parent families	12.8%
Unmarried teen mothers	1.2%
Two-parent families	66.4%
Divorce rate (per 1,000 population)	5.9
Paternity establishment rate	n/a

Fathers and Work

Unemployed resident fathers	3.8%
Resident fathers working part-time	19.2%
Fathers' median annual income	$25,000

Fathers and Schooling

Fathers who did not complete high school	13.7%
Fathers who completed only high school	32.1%

Fathers and Poverty

Two-parent families	12.1%
Two-parent families with full-time working father	6.7%
Single-parent families	49.2%

Fathers and Child Support

Child support enforcement cases where collection was made	15.7%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

GEORGIA

Overview

Georgia has developed a variety of efforts, many linked to welfare reform, to promote responsible fatherhood. There is a particular focus on working with young, low-income teens in programs and public-awareness campaigns.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "Parent'Hood"—public awareness, parent training, and parent support in three communities
- Summit on fatherhood

☑ **Preventing Unwanted or Too-Early Fatherhood**
- "Teen Plus"—includes community-based mentoring to promote male involvement and micro-enterprise training
- Community-based male involvement projects in several communities

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- Noncustodial parents owing child support are required to perform community service (in one county)
- Fatherhood employment project helps unemployed noncustodial fathers find work
- Emphasis on paternity establishment and support orders (including obtaining health insurance)

☐ **Strengthening Fathers as Nurturers**
- Fatherhood Visitation Project (planned)

☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	29.9%
Father-only families	
as percent of all families	2.8%
as percent of all single-parent families	8.6%
Unmarried teen mothers	1.4%
Two-parent families	67.3%
Divorce rate (per 1,000 population)	5.2
Paternity establishment rate	91%

Fathers and Work

Unemployed resident fathers	3.5%
Resident fathers working part-time	14.9%
Fathers' median annual income	$27,000

Fathers and Schooling

Fathers who did not complete high school	16.1%
Fathers who completed only high school	32.0%

Fathers and Poverty

Two-parent families	10.2%
Two-parent families with full-time working father	5.6%
Single-parent families	53.1%

Fathers and Child Support

Child support enforcement cases where collection was made	18.9%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

HAWAII

Overview

State initiatives for responsible fatherhood in Hawaii focus on preventing teen pregnancy. They include a media campaign, a variety of school- and community-based efforts to include a focus on fathers in curricula and programs, and the use of community teams to address issues such as sexual assault.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Media campaign on teen pregnancy prevention

☑ **Preventing Unwanted or Too-Early Fatherhood**
- GRADS—school-based program for students and parents
- Abstinence-based curriculum
- DOE includes policy on teen fathers in education policy

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- Judiciary Family Court expediting paternity establishment proceedings

☑ **Strengthening Fathers as Nurturers**
- Visitation services purchased by state
- Mandated course for divorcing parents
- Working with local programs to teach men responsible parenting

☑ **Promoting Leadership Capacity**
- Community Action Teams on teen pregnancy and sexual assault prevention
- Fatherhood Task Force (proposed resolution; not adopted)

Fathers and Families

Mother-only families	20.8%
Father-only families	
as percent of all families	5.9%
as percent of all single-parent families	22.2%
Unmarried teen mothers	0.5%
Two-parent families	73.3%
Divorce rate (per 1,000 population)	4.2
Paternity establishment rate	49%

Fathers and Work

Unemployed resident fathers	2.6%
Resident fathers working part-time	11.4%
Fathers' median annual income	$27,001

Fathers and Schooling

Fathers who did not complete high school	8.7%
Fathers who completed only high school	31.1%

Fathers and Poverty

Two-parent families	11.8%
Two-parent families with full-time working father	6.5%
Single-parent families	33.9%

Fathers and Child Support

Child support enforcement cases where collection was made	24.9%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

IDAHO

Overview

Idaho has developed a public-awareness campaign, although most of the state programs do not specifically target males. The state has penalties for visitation violations and a license revocation strategy.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - "Father for a Lifetime" campaign—aimed at teen pregnancy prevention
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Responsible sexuality program—targets both males and females
- ☑ **Enhancing Fathers as Economic Providers**
  - License revocation
- ☑ **Strengthening Fathers as Nurturers**
  - State has a no-fault divorce law
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	17.4%
Father-only families	
as percent of all families	4.5%
as percent of all single-parent families	20.7%
Unmarried teen mothers	0.8%
Two-parent families	78.0%
Divorce rate (per 1,000 population)	6.2
Paternity establishment rate	43%

Fathers and Work

Unemployed resident fathers	5.8%
Resident fathers working part-time	23.9%
Fathers' median annual income	$25,000

Fathers and Schooling

Fathers who did not complete high school	12.3%
Fathers who completed only high school	29.6%

Fathers and Poverty

Two-parent families	12.9%
Two-parent families with full-time working father	7.1%
Single-parent families	45.7%

Fathers and Child Support

Child support enforcement cases where collection was made	29.3%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

ILLINOIS

Overview

Illinois has developed a range of responsible fatherhood-promoting strategies centering around child support enforcement efforts, building parenting connections for incarcerated men, and helping noncustodial parents gain access to employment. Illinois also conducts an ongoing public-awareness campaign. Leadership is centered in the state agencies and outcome data exist for most efforts.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "Thanks Dad" campaign recognizing fathers who pay child support

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Male Responsibility Programs for boys aged 10–14 to improve decision-making around sexuality (includes abstinence education)

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- License suspension for not paying child support
- Helping unemployed noncustodial parents find work
- Requires state employees to be current in child support payments
- In-hospital paternity program and paternity establishment for incarcerated parents
- Improved child support enforcement procedures
- Income withholding from inmates (planned)

☑ **Strengthening Fathers as Nurturers**
- "Paternal Involvement Project"—helping men secure work
- "Life Skills Program"—parent education for inmates

☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	29.2%
Father-only families	
as percent of all families	3.6%
as percent of all single-parent families	11.1%
Unmarried teen mothers	1.4%
Two-parent families	67.2%
Divorce rate (per 1,000 population)	3.7
Paternity establishment rate	39%

Fathers and Work

Unemployed resident fathers	5.4%
Resident fathers working part-time	16.0%
Fathers' median annual income	$32,000

Fathers and Schooling

Fathers who did not complete high school	13.8%
Fathers who completed only high school	30.5%

Fathers and Poverty

Two-parent families	7.9%
Two-parent families with full-time working father	4.0%
Single-parent families	50.5%

Fathers and Child Support

Child support enforcement cases where collection was made	10.8%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

INDIANA

Overview

Under the previous administration, Indiana began the Restoring Fatherhood, Renewing Families Initiative. The new administration is also committed to the issue of responsible fatherhood and is following through on many of the initiatives started by the previous administration, including a $2 million grant to support programs that promote responsible fatherhood. Funding is provided through reinvestments from welfare case closings.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "Missing Fathers"—radio spots with children's and mother's open letters to fathers
- "Fatherhood, Renewing Families"—conference on fatherhood
- Using pro-sports teams to promote fatherhood (planned)

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Mentoring programs for teens through mini-grants

☐ **Enhancing Fathers as Economic Providers**

☑ **Strengthening Fathers as Nurturers**
- State sponsors local programs and co-parenting classes

☑ **Promoting Leadership Capacity**
- Mini-grants to local programs (using savings from welfare case closings)

Fathers and Families

Mother-only families	29.0%
Father-only families	
as percent of all families	5.9%
as percent of all single-parent families	16.9%
Unmarried teen mothers	2.4%
Two-parent families	65.1%
Divorce rate (per 1,000 population)	n/a
Paternity establishment rate	54%

Fathers and Work

Unemployed resident fathers	3.2%
Resident fathers working part-time	15.9%
Fathers' median annual income	$26,819

Fathers and Schooling

Fathers who did not complete high school	13.2%
Fathers who completed only high school	46.3%

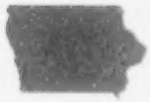
Fathers and Poverty

Two-parent families	8.5%
Two-parent families with full-time working father	4.8%
Single-parent families	42.0%

Fathers and Child Support

Child support enforcement cases where collection was made	9.8%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



IOWA

Overview

Iowa mandates that divorcing parents attend mandatory workshops on the impact of divorce on children. A Child Support Advisory Committee established in 1992 uses public awareness and other strategies to ensure that fatherhood is defined more broadly than just economic support.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "Campaign for the Family"—includes community forums, statewide summit, and review of state policies on fathers
- Child Support Advisory Committee—redefining responsible fatherhood beyond child support payments

☐ **Preventing Unwanted or Too-Early Fatherhood**
- "Dads Make A Difference"—peer-training curriculum (planned)

☑ **Enhancing Fathers as Economic Providers**
- Job training for low-income, noncustodial parents (local program)
- In-hospital paternity establishment
- Family reunification/job-training program (planned)
- Child Support Advisory Committee

☑ **Strengthening Fathers as Nurturers**
- Joint custody presumption at divorce
- Divorce education mandatory
- Access and visitation program (planned)
- Task Force to review divorce laws (planned)

☑ **Promoting Leadership Capacity**
- Child Support Advisory Committee—coordinating body around child support

Fathers and Families

Mother-only families	18.4%
Father-only families	
as percent of all families	2.9%
as percent of all single-parent families	13.7%
Unmarried teen mothers	1.1%
Two-parent families	78.7%
Divorce rate (per 1,000 population)	3.9
Paternity establishment rate	66%

Fathers and Work

Unemployed resident fathers	3.3%
Resident fathers working part-time	12.6%
Fathers' median annual income	$27,000

Fathers and Schooling

Fathers who did not complete high school	8.0%
Fathers who completed only high school	40.3%

Fathers and Poverty

Two-parent families	8.1%
Two-parent families with full-time working father	4.6%
Single-parent families	45.6%

Fathers and Child Support

Child support enforcement cases where collection was made	21.4%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

KANSAS

Overview

The majority of Kansas fatherhood-promoting initiatives are linked to the new welfare law. The state also has a contract with a private agency to provide dispute resolution and education to divorcing parents.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - Wanted posters for noncustodial parents who do not pay child support
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
- ☑ **Enhancing Fathers as Economic Providers**
  - License revocation
  - In-hospital paternity establishment
- ☑ **Strengthening Fathers as Nurturers**
  - Divorce education workshops provided through contract with private provider or voluntary mediation in some counties
  - Visitation program (planned)
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	21.4%
Father-only families	
as percent of all families	4.4%
as percent of all single-parent families	17.2%
Unmarried teen mothers	0.8%
Two-parent families	74.2%
Divorce rate (per 1,000 population)	4.7
Paternity establishment rate	60%

Fathers and Work

Unemployed resident fathers	3.5%
Resident fathers working part-time	11.9%
Fathers' median annual income	$28,900

Fathers and Schooling

Fathers who did not complete high school	7.8%
Fathers who completed only high school	33.1%

Fathers and Poverty

Two-parent families	7.2%
Two-parent families with full-time working father	3.9%
Single-parent families	47.1%

Fathers and Child Support

Child support enforcement cases where collection was made	34.2%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

KENTUCKY

Overview

Kentucky is implementing a variety of public-awareness and program efforts through child support enforcement, social services, and maternal and child health agencies. All are aimed at building nurturing relationships and economic responsibility and many require interagency collaboration. A particular emphasis is on preventing teen pregnancy. A number of the efforts are coordinated by a staff person in the Division of Child Support Enforcement (DCSE).

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Television commercials on the importance of fatherhood
- Media campaign focused on teen pregnancy reduction

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Resource mentors for teen parents
- Two abstinence-based curricula
- State summit on preventing unwanted pregnancy (planned)
- Funds available to local programs focusing on teen pregnancy reduction including male involvement
- Funds available to school-based centers

☑ **Enhancing Fathers as Economic Providers**
- License revocation
- JOBS training available to noncustodial parents
- "PAPA"-paternity establishment project
- Improve child support enforcement outreach to Head Start

☐ **Strengthening Fathers as Nurturers**
- Access and visitation program (planned)

☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	26.4%
Father-only families	
as percent of all families	3.2%
as percent of all single-parent families	10.8%
Unmarried teen mothers	0.5%
Two-parent families	70.4%
Divorce rate (per 1,000 population)	5.8
Paternity establishment rate	58%

Fathers and Work

Unemployed resident fathers	7.7%
Resident fathers working part-time	20.3%
Fathers' median annual income	$25,000

Fathers and Schooling

Fathers who did not complete high school	17.1%
Fathers who completed only high school	41.7%

Fathers and Poverty

Two-parent families	14.6%
Two-parent families with full-time working father	6.0%
Single-parent families	55.9%

Fathers and Child Support

Child support enforcement cases where collection was made	16.4%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

LOUISIANA

Overview

Louisiana has education initiatives to educate teen parents and older parents on parental responsibility and parenting skills.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - Press releases thanking fathers who pay child support
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Parenting skills classes—focus on teen pregnancy prevention
  - Parenting courses in juvenile justice facilities
- ☐ **Enhancing Fathers as Economic Providers**
- ☑ **Strengthening Fathers as Nurturers**
  - Parenting classes as part of welfare reform
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	33.4%
Father-only families	
as percent of all families	4.3%
as percent of all single-parent families	11.3%
Unmarried teen mothers	1.5%
Two-parent families	62.3%
Divorce rate (per 1,000 population)	n/a
Paternity establishment rate	39%

Fathers and Work

Unemployed resident fathers	4.9%
Resident fathers working part-time	18.3%
Fathers' median annual income	$25,000

Fathers and Schooling

Fathers who did not complete high school	17.6%
Fathers who completed only high school	36.3%

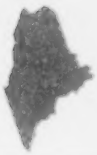
Fathers and Poverty

Two-parent families	16.6%
Two-parent families with full-time working father	9.8%
Single-parent families	70.1%

Fathers and Child Support

Child support enforcement cases where collection was made	13.5%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



MAINE

Overview

Maine has opted for several provisions in the new welfare law that are pertinent to fatherhood.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - "It's Official"—in-school video
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - In-hospital paternity establishment
  - Job training for low-income fathers
  - Licensing revocation
- ☑ **Strengthening Fathers as Nurturers**
  - Presumption of joint custody
  - Visitation program (planned)
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	22.7%
Father-only families	
as percent of all families	4.6%
as percent of all single-parent families	16.9%
Unmarried teen mothers	0.7%
Two-parent families	72.7%
Divorce rate (per 1,000 population)	4.4
Paternity establishment rate	68%

Fathers and Work

Unemployed resident fathers	6.9%
Resident fathers working part-time	18.4%
Fathers' median annual income	$26,000

Fathers and Schooling

Fathers who did not complete high school	10.7%
Fathers who completed only high school	42.6%

Fathers and Poverty

Two-parent families	9.1%
Two-parent families with full-time working father	4.5%
Single-parent families	48.1%

Fathers and Child Support

Child support enforcement cases where collection was made	35.6%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

MARYLAND

Overview

Maryland has implemented the Young Fathers/Responsible Fathers program in six jurisdictions as the linchpin of its efforts to promote responsible fatherhood. The program involves a network of community-based programs and local departments of social services.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - Annual male involvement conference
  - "Help Yourself" recorded information system
  - Local and state public-awareness campaigns linked to programs
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Young Fathers/Responsible Fathers statewide network of programs
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - Job placement for noncustodial parents in two jurisdictions
  - Licensing revocation
  - Paternity establishment in-hospital
  - Earned Income Tax Credit
- ☑ **Strengthening Fathers as Nurturers**
  - Presentations on parenting and fatherhood made to incarcerated men
- ☑ **Promoting Leadership Capacity**
  - State-level leadership under the state Young Fathers/Responsible Fathers program director
  - Development of collaborations between local agencies

Fathers and Families

Mother-only families	30.5%
Father-only families	
as percent of all families	4.3%
as percent of all single-parent families	12.3%
Unmarried teen mothers	1.7%
Two-parent families	65.3%
Divorce rate (per 1,000 population)	3.5
Paternity establishment rate	67%

Fathers and Work

Unemployed resident fathers	2.8%
Resident fathers working part-time	15.0%
Fathers' median annual income	$34,000

Fathers and Schooling

Fathers who did not complete high school	9.5%
Fathers who completed only high school	34.1%

Fathers and Poverty

Two-parent families	5.7%
Two-parent families with full-time working father	1.3%
Single-parent families	41.8%

Fathers and Child Support

Child support enforcement cases where collection was made	23.0%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

MASSACHUSETTS

Overview

Massachusetts has developed a public-awareness campaign, several child support enforcement-related initiatives, and a pilot effort to implement a curriculum for school-aged students. In addition, the Governor has appointed a commission on Father Absence and Family Support.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "Fatherhood can be Child's Play"—initiative using pro-sport team to promote responsible fatherhood

☑ **Preventing Unwanted or Too-Early Fatherhood**
- "Dads Make a Difference" —peer-mentoring, school-based curriculum (pilot)
- State police visit schools to advise students of statutory rape laws

☑ **Enhancing Fathers as Economic Providers**
- In-hospital paternity project

☑ **Strengthening Fathers as Nurturers**
- Department of Revenue is coordinating interagency strategy to reinvolve nonresident fathers

☑ **Promoting Leadership Capacity**
- Commission on Father Absence and Family Support—Governor appointed coordinating body
- Father and Family Network program development and coordinating body in various communities

Fathers and Families

Mother-only families	26.3%
Father-only families	
as percent of all families	2.8%
as percent of all single-parent families	9.8%
Unmarried teen mothers	0.9%
Two-parent families	70.9%
Divorce rate (per 1,000 population)	2.4
Paternity establishment rate	69%

Fathers and Work

Unemployed resident fathers	6.3%
Resident fathers working part-time	16.4%
Fathers' median annual income	$36,000

Fathers and Schooling

Fathers who did not complete high school	8.2%
Fathers who completed only high school	29.3%

Fathers and Poverty

Two-parent families	5.1%
Two-parent families with full-time working father	1.5%
Single-parent families	47.7%

Fathers and Child Support

Child support enforcement cases where collection was made	26.8%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

MICHIGAN

Overview

Michigan was the first state to implement a media campaign using a national sport team to promote responsible fatherhood. The state has other media campaigns using a children's poster contest to create calendars. Also, a brochure has been developed and endorsed by the Michigan Academy of Family Physicians which promotes paternity establishment. The state revokes licenses of those who do not pay child support.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Father Acknowledgment Day—using pro-sport team to thank fathers who pay child support
- "Children Need You"—calendar art contest promoting fatherhood

☑ **Preventing Unwanted or Too-Early Fatherhood**
- High school curriculum on paternity establishment and child support
- State-level interagency strategic plan to reduce out-of-wedlock births and unintended pregnancies

☑ **Enhancing Fathers as Economic Providers**
- License revocation
- Brochures and videos on paternity establishment

☑ **Strengthening Fathers as Nurturers**
- "SMILE"—voluntary counseling program for divorcing couples
- Visitation dispute settlement available

☑ **Promoting Leadership Capacity**
- Cross-agency planning council to coordinate efforts on fatherhood
- Fatherhood task force (primarily in one community)

Fathers and Families

Mother-only families	27.4%
Father-only families	
as percent of all families	4.7%
as percent of all single-parent families	14.6%
Unmarried teen mothers	1.0%
Two-parent families	67.9%
Divorce rate (per 1,000 population)	4.1
Paternity establishment rate	70%

Fathers and Work

Unemployed resident fathers	6.7%
Resident fathers working part-time	19.4%
Fathers' median annual income	$32,000

Fathers and Schooling

Fathers who did not complete high school	10.8%
Fathers who completed only high school	35.0%

Fathers and Poverty

Two-parent families	9.4%
Two-parent families with full-time working father	3.6%
Single-parent families	50.2%

Fathers and Child Support

Child support enforcement cases where collection was made	15.4%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

MINNESOTA

Overview

Minnesota's strategies to promote responsible fatherhood involve providing parent education programs targeted to boys and men of various ages. The aim is to prevent early pregnancy and to foster parental involvement if men are fathers.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Developed "Dads Make a Difference"—peer mentoring school-based curriculum
  - "ENABL"—education program to prevent early pregnancy
  - "MELD for Young Dads"—parenting classes for young fathers
- ☑ **Enhancing Fathers as Economic Providers**
  - "The Fathers Program"—provides job training and counseling to promote self-sufficiency
- ☑ **Strengthening Fathers as Nurturers**
  - Strong network of parent education programs
- ☑ **Promoting Leadership Capacity**
  - First "Father-to-Father" initiative—mentoring inexperienced fathers
  - Male responsibility and fathering grants to community-based programs, requiring collaboration with the schools

Fathers and Families

Mother-only families	22.7%
Father-only families	
as percent of all families	4.5%
as percent of all single-parent families	16.6%
Unmarried teen mothers	1.5%
Two-parent families	72.7%
Divorce rate (per 1,000 population)	3.6
Paternity establishment rate	66%

Fathers and Work

Unemployed resident fathers	4.9%
Resident fathers working part-time	19.0%
Fathers' median annual income	$29,000

Fathers and Schooling

Fathers who did not complete high school	7.4%
Fathers who completed only high school	37.1%

Fathers and Poverty

Two-parent families	11.8%
Two-parent families with full-time working father	6.6%
Single-parent families	36.7%

Fathers and Child Support

Child support enforcement cases where collection was made	40.4%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

MISSISSIPPI

Overview

Mississippi has developed a public-awareness campaign focused on the "Ten Most Wanted." It is also implementing other "big stick" strategies focused on the provider aspects of fatherhood.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - "Ten Most Wanted List"—uses the internet to publicize noncustodial parents not paying child support
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
- ☑ **Enhancing Fathers as Economic Providers**
  - License revocation
  - Paternity establishment in-hospital
- ☐ **Strengthening Fathers as Nurturers**
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	35.7%
Father-only families	
as percent of all families	3.4%
as percent of all single-parent families	8.8%
Unmarried teen mothers	3.1%
Two-parent families	60.8%
Divorce rate (per 1,000 population)	5.7
Paternity establishment rate	24%

Fathers and Work

Unemployed resident fathers	3.9%
Resident fathers working part-time	17.8%
Fathers' median annual income	$21,000

Fathers and Schooling

Fathers who did not complete high school	19.7%
Fathers who completed only high school	34.1%

Fathers and Poverty

Two-parent families	13.7%
Two-parent families with full-time working father	9.1%
Single-parent families	61.5%

Fathers and Child Support

Child support enforcement cases where collection was made	12.7%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

MISSOURI

Overview

Missouri is implementing a statewide Parenting and Paternity Alliance (PAPA) that seeks to focus attention on and provide supports to fathers in communities as well as in prison. The state has also developed specialized approaches to helping noncustodial parents find jobs, establish paternity, and work with incarcerated youth.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Public Awareness Committee develops and distributes information on child support enforcement
- PAPA media campaign on responsible fatherhood

☑ **Preventing Unwanted or Too-Early Fatherhood**
- "Rites of Passage"—incarcerated youth program
- PAPA program—targeting teen pregnancy in two communities

☑ **Enhancing Fathers as Economic Providers**
- Parents' Fair Share site—job training, enhanced enforcement, mentoring, dispute resolution
- Training hospital staff on in-hospital paternity establishment
- License revocation (planned)

☑ **Strengthening Fathers as Nurturers**
- Parenting education offered to divorcing parents
- Parenting education for prerelease inmates through PAPA
- Parenting education for men on probation or parole through Parents as Teachers
- No-fault divorce

☑ **Promoting Leadership Capacity**
- Full-time, state-level staff to oversee PAPA activities

Fathers and Families

Mother-only families	28.1%
Father-only families	
as percent of all families	3.5%
as percent of all single-parent families	11.0%
Unmarried teen mothers	1.5%
Two-parent families	68.4%
Divorce rate (per 1,000 population)	5.0
Paternity establishment rate	48%

Fathers and Work

Unemployed resident fathers	5.1%
Resident fathers working part-time	17.1%
Fathers' median annual income	$25,000

Fathers and Schooling

Fathers who did not complete high school	10.2%
Fathers who completed only high school	42.0%

Fathers and Poverty

Two-parent families	11.5%
Two-parent families with full-time working father	4.5%
Single-parent families	48.7%

Fathers and Child Support

Child support enforcement cases where collection was made	18.4%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

MONTANA

Overview

Montana's strategies to promote responsible fatherhood largely center around welfare-linked policies. The state reports focusing special attention on fathers of children with disabilities.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - State Council on Families promoting responsible fatherhood
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - License revocation
  - Job training is available to low-income, noncustodial fathers
  - Special paternity establishment strategies
- ☑ **Strengthening Fathers as Nurturers**
  - Help in divorce cases
  - Partnership to strengthen families (Family Support Network)
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	19.0%
Father-only families	
as percent of all families	4.6%
as percent of all single-parent families	19.6%
Unmarried teen mothers	1.0%
Two-parent families	76.3%
Divorce rate (per 1,000 population)	4.9
Paternity establishment rate	40%

Fathers and Work

Unemployed resident fathers	6.1%
Resident fathers working part-time	20.7%
Fathers' median annual income	$24,000

Fathers and Schooling

Fathers who did not complete high school	7.3%
Fathers who completed only high school	36.5%

Fathers and Poverty

Two-parent families	12.3%
Two-parent families with full-time working father	7.7%
Single-parent families	44.5%

Fathers and Child Support

Child support enforcement cases where collection was made	20.6%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

NEBRASKA

Overview

State Strategies to Encourage Responsible Fatherhood

- ☐ Promoting Public Awareness About Responsible Fatherhood
- ☐ Preventing Unwanted or Too-Early Fatherhood
- ☑ Enhancing Fathers as Economic Providers
  - In-hospital paternity establishment
- ☐ Strengthening Fathers as Nurturers
- ☐ Promoting Leadership Capacity

Fathers and Families

Mother-only families	15.8%
Father-only families	
as percent of all families	3.5%
as percent of all single-parent families	18.0%
Unmarried teen mothers	0.6%
Two-parent families	80.8%
Divorce rate (per 1,000 population)	4.0
Paternity establishment rate	42%

Fathers and Work

Unemployed resident fathers	1.8%
Resident fathers working part-time	11.6%
Fathers' median annual income	$26,000

Fathers and Schooling

Fathers who did not complete high school	4.5%
Fathers who completed only high school	36.6%

Fathers and Poverty

Two-parent families	7.1%
Two-parent families with full-time working father	4.5%
Single-parent families	39.5%

Fathers and Child Support

Child support enforcement cases where collection was made	19.1%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

NEVADA

Overview

Nevada has focused most of its initiatives about responsible fatherhood on the prevention of teen pregnancy and the encouragement of responsible male behavior. Twenty-two, community-based Action Teams are organized across the state to prevent teen pregnancy and address issues of male responsibility.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
  - Public/private partnership focusing on adolescent males (planned)
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - "BEAR" program—support meetings for boys (rural site)
  - Outreach to Medicaid recipients on how to access family planning for youth
  - Community-based Action Teams in 22 communities focused on teen pregnancy
  - Abstinence-based male responsibility education (planned)
- ☐ **Enhancing Fathers as Economic Providers**
- ☑ **Strengthening Fathers as Nurturers**
  - Family planning and paternity included in employment training initiatives
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	25.2%
Father-only families	
as percent of all families	6.7%
as percent of all single-parent families	20.9%
Unmarried teen mothers	1.1%
Two-parent families	68.1%
Divorce rate (per 1,000 population)	9.0
Paternity establishment rate	64%

Fathers and Work

Unemployed resident fathers	4.6%
Resident fathers working part-time	20.8%
Fathers' median annual income	$30,000

Fathers and Schooling

Fathers who did not complete high school	13.9%
Fathers who completed only high school	34.7%

Fathers and Poverty

Two-parent families	9.8%
Two-parent families with full-time working father	4.1%
Single-parent families	34.8%

Fathers and Child Support

Child support enforcement cases where collection was made	21.7%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

NEW HAMPSHIRE

Overview

New Hampshire has developed a public-awareness campaign, a school-based male outreach program, and several pilot initiatives, one for a court-linked program for divorcing parents, the other for noncustodial parents.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - "Thanks Dad"—posters for fathers meeting child support obligations
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Male outreach and education to schools on new welfare laws
- ☑ **Enhancing Fathers as Economic Providers**
  - License revocation
  - Job training, placement, and counseling available to unemployed noncustodial fathers (pilot)
  - In-hospital paternity establishment
- ☑ **Strengthening Fathers as Nurturers**
  - Parenting classes for divorcing parents (pilot)
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	20.5%
Father-only families	
as percent of all families	5.2%
as percent of all single-parent families	20.2%
Unmarried teen mothers	0.9%
Two-parent families	74.3%
Divorce rate (per 1,000 population)	4.4
Paternity establishment rate	61%

Fathers and Work

Unemployed resident fathers	8.2%
Resident fathers working part-time	19.7%
Fathers' median annual income	$32,400

Fathers and Schooling

Fathers who did not complete high school	6.5%
Fathers who completed only high school	32.1%

Fathers and Poverty

Two-parent families	1.9%
Two-parent families with full-time working father	0.3%
Single-parent families	39.2%

Fathers and Child Support

Child support enforcement cases where collection was made	35.2%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

NEW JERSEY

Overview

New Jersey has programs sponsored by the Departments of Human Services and Corrections focusing on family relations and promoting economic responsibility. These include a mini-grant program targeted to minority males to help community groups address issues of responsible fatherhood. The state is also emphasizing outreach to incarcerated fathers through a variety of programs focused on both caring and economic responsibility.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "LINKS"—community education campaign

☑ **Preventing Unwanted or Too-Early Fatherhood**
- "School Based Youth Services Program"—education, counseling, and support groups for teens

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- License revocation
- JOBS training available to low-income, noncustodial parents
- "Operation Fatherhood"—Parents' Fair Share project (one site)
- "POP"—in-hospital paternity establishment program
- Minimum wage higher than federal minimum
- Child support initiative for incarcerated fathers (in development)

☑ **Strengthening Fathers as Nurturers**
- Parent education program for divorcing parents
- Parenting classes for incarcerated men
- Planned Parenthood Pre-release program

☑ **Promoting Leadership Capacity**
- Minority males challenge grants

Fathers and Families

Mother-only families	23.8%
Father-only families	
as percent of all families	3.4%
as percent of all single-parent families	12.3%
Unmarried teen mothers	0.7%
Two-parent families	72.8%
Divorce rate (per 1,000 population)	3.0
Paternity establishment rate	51%

Fathers and Work

Unemployed resident fathers	5.4%
Resident fathers working part-time	15.1%
Fathers' median annual income	$40,000

Fathers and Schooling

Fathers who did not complete high school	8.5%
Fathers who completed only high school	32.0%

Fathers and Poverty

Two-parent families	4.6%
Two-parent families with full-time working father	1.6%
Single-parent families	42.9%

Fathers and Child Support

Child support enforcement cases where collection was made	24.1%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

NEW MEXICO

Overview

The state of New Mexico currently has several ongoing fatherhood-centered programs in addition to their welfare reform efforts. The state plans to develop an interagency council to coordinate the efforts of the various departments and state agencies providing services for fathers. New Mexico has a child support coordinator especially for teen parents.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Adapting national fatherhood initiative
- "Not Yet"—campaign encouraging teen males to postpone sex until they are ready for responsible fatherhood

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Male involvement component to pregnancy prevention efforts
- Program for incarcerated youth
- Male involvement conference

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- License revocation
- In-hospital paternity establishment
- Child support coordinator designated for teen, noncustodial parents

☑ **Strengthening Fathers as Nurturers**
- Joint custody presumption
- Mandatory counseling for divorcing parents

☑ **Promoting Leadership Capacity**
- Interagency council (planned)
- Mini-grants to local programs

Fathers and Families

Mother-only families	24.8%
Father-only families	
as percent of all families	6.5%
as percent of all single-parent families	20.7%
Unmarried teen mothers	1.9%
Two-parent families	68.7%
Divorce rate (per 1,000 population)	6.0
Paternity establishment rate	19%

Fathers and Work

Unemployed resident fathers	7.0%
Resident fathers working part-time	19.4%
Fathers' median annual income	$22,000

Fathers and Schooling

Fathers who did not complete high school	18.4%
Fathers who completed only high school	34.0%

Fathers and Poverty

Two-parent families	19.6%
Two-parent families with full-time working father	11.5%
Single-parent families	51.1%

Fathers and Child Support

Child support enforcement cases where collection was made	15.9%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

NEW YORK

Overview

New York state has various programs sponsored by the Office of Child Support Enforcement. Like many other states, New York utilizes a professional sport team for their public-awareness initiative on responsible fatherhood.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - Commercials using professional sport team
  - Top Ten Deadbeat Dads list
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Community-Based Parental Responsibility Program (demonstration programs)
- ☑ **Enhancing Fathers as Economic Providers**
  - License revocation
  - Paternity establishment in-hospital (video)
  - Benefits available to two-parent families (proposed)
- ☐ **Strengthening Fathers as Nurturers**
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	28.6%
Father-only families	
as percent of all families	3.9%
as percent of all single-parent families	11.9%
Unmarried teen mothers	0.9%
Two-parent families	67.6%
Divorce rate (per 1,000 population)	3.3
Paternity establishment rate	42%

Fathers and Work

Unemployed resident fathers	5.6%
Resident fathers working part-time	16.6%
Fathers' median annual income	$30,000

Fathers and Schooling

Fathers who did not complete high school	14.1%
Fathers who completed only high school	34.2%

Fathers and Poverty

Two-parent families	10.8%
Two-parent families with full-time working father	4.3%
Single-parent families	53.7%

Fathers and Child Support

Child support enforcement cases where collection was made	15.0%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

NORTH CAROLINA

Overview

North Carolina is in the planning stages of a statewide Fatherhood Initiative. The state has held a summit to promote awareness about responsible fatherhood. The Child Support Enforcement agency works with unemployed men to help them support their children by referring them to local community colleges where they can receive free education and training to help them find jobs.

State Strategies to Encourage Responsible Fatherhood

- [x] **Promoting Public Awareness About Responsible Fatherhood**
  - Fatherhood summit
  - Campaign using sport team (planned)
- [x] **Preventing Unwanted or Too-Early Fatherhood**
  - Adolescent Parenting Program (26 programs statewide, expanding to 37)
  - Adolescent Pregnancy Initiative (20 sites)
- [x] **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - Paternity establishment in-hospital kits
  - Informal referral of low-income unemployed men to community colleges
  - Noncustodial parent required to participate in work activities
- [ ] **Strengthening Fathers as Nurturers**
- [x] **Promoting Leadership Capacity**
  - Cross-agency planning committee to increase local program efforts

Fathers and Families

Mother-only families	27.2%
Father-only families	
as percent of all families	4.3%
as percent of all single-parent families	13.6%
Unmarried teen mothers	1.6%
Two-parent families	68.5%
Divorce rate (per 1,000 population)	5.1
Paternity establishment rate	49%

Fathers and Work

Unemployed resident fathers	3.5%
Resident fathers working part-time	16.6%
Fathers' median annual income	$25,000

Fathers and Schooling

Fathers who did not complete high school	17.2%
Fathers who completed only high school	32.4%

Fathers and Poverty

Two-parent families	9.6%
Two-parent families with full-time working father	2.9%
Single-parent families	47.4%

Fathers and Child Support

Child support enforcement cases where collection was made	22.1%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

NORTH DAKOTA

Overview

North Dakota reports license revocation and paternity establishment procedures.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Communities addressing issues with local efforts
- ☑ **Enhancing Fathers as Economic Providers**
  - License revocation
  - In-hospital paternity establishment
- ☐ **Strengthening Fathers as Nurturers**
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	15.5%
Father-only families as percent of all families	3.9%
Father-only families as percent of all single-parent families	20.3%
Unmarried teen mothers	1.1%
Two-parent families	80.5%
Divorce rate (per 1,000 population)	3.4
Paternity establishment rate	58%

Fathers and Work

Unemployed resident fathers	4.4%
Resident fathers working part-time	14.6%
Fathers' median annual income	$25,495

Fathers and Schooling

Fathers who did not complete high school	7.9%
Fathers who completed only high school	27.9%

Fathers and Poverty

Two-parent families	6.7%
Two-parent families with full-time working father	4.1%
Single-parent families	49.5%

Fathers and Child Support

Child support enforcement cases where collection was made	25.0%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

OHIO

Overview

Ohio's efforts to promote responsible fatherhood are largely a response to welfare changes.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - State registry for putative fathers
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - Parents' Fair Share site
  - Child-only support is available in case of refusal to cooperate with child support enforcement
- ☐ **Strengthening Fathers as Nurturers**
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	23.8%
Father-only families	
as percent of all families	3.9%
as percent of all single-parent families	14.2%
Unmarried teen mothers	0.7%
Two-parent families	72.3%
Divorce rate (per 1,000 population)	4.5
Paternity establishment rate	49%

Fathers and Work

Unemployed resident fathers	5.3%
Resident fathers working part-time	16.5%
Fathers' median annual income	$30,000

Fathers and Schooling

Fathers who did not complete high school	8.4%
Fathers who completed only high school	43.7%

Fathers and Poverty

Two-parent families	8.1%
Two-parent families with full-time working father	2.2%
Single-parent families	50.1%

Fathers and Child Support

Child support enforcement cases where collection was made	28.0%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

OKLAHOMA

Overview

The Governor of Oklahoma has made it a priority of his administration to highlight the importance of fathers as providers and nurturers and the critical, unique role that fathers make in the moral and character development of their children. He has also emphasized the need for responsible fatherhood in welfare reform, child support enforcement, juvenile delinquency prevention, and child abuse prevention.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "Ten Most Wanted List" of fathers not paying support
- Parental Responsibility Program—promotes father (and mother) responsibility through ads
- Thank-you letters sent to fathers paying support

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Special attention to young fathers in family planning
- "Parent Assistance Center"—focuses on fathers in one community

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- JOBS training available to low-income men

☑ **Strengthening Fathers as Nurturers**
- Joint custody presumption at divorce
- Pre-court mediation (mandatory in one county)
- Access and visitation program
- Course on parenting and family values for inmates
- Youth service agencies develop programs for fathers to prevent children from becoming involved with juvenile justice

☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	23.4%
Father-only families	
as percent of all families	4.5%
as percent of all single-parent families	16.1%
Unmarried teen mothers	1.1%
Two-parent families	72.1%
Divorce rate (per 1,000 population)	6.7
Paternity establishment rate	16%

Fathers and Work

Unemployed resident fathers	5.0%
Resident fathers working part-time	18.8%
Fathers' median annual income	$24,700

Fathers and Schooling

Fathers who did not complete high school	13.4%
Fathers who completed only high school	36.3%

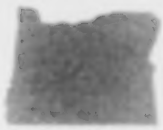
Fathers and Poverty

Two-parent families	13.7%
Two-parent families with full-time working father	4.8%
Single-parent families	43.0%

Fathers and Child Support

Child support enforcement cases where collection was made	18.4%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



OREGON

Overview

Oregon has focused attention on implementing welfare reform in ways that support fathers as both economic providers and caregivers. It has also developed an innovative prevention initiative. The state uses savings from closed welfare cases to fund a public-service initiative aimed at educating men on the state's laws regarding statutory rape.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Fatherhood Public Service Announcements on the internet

☑ **Preventing Unwanted or Too-Early Fatherhood**
- "STARS"—abstinence education program (pilot)
- Informal effort with district attorneys to prosecute statutory rape cases
- Public Service Announcements in primetime on statutory rape laws (in 1 district)

☑ **Enhancing Fathers as Economic Providers**
- "Jobs Plus" pilot subsidized employment and support services for noncustodial fathers who receive Food Stamps
- "Oregon Benchmark Project"—tracking improvements in child support enforcement
- Cross-training at community level with CSE, welfare and district attorney staff
- Special efforts to track alleged fathers for paternity establishment

☐ **Strengthening Fathers as Nurturers**

☑ **Promoting Leadership Capacity**
- Community-based grants for prevention funded by welfare reinvestments

Fathers and Families

Mother-only families	23.1%
Father-only families	
as percent of all families	5.0%
as percent of all single-parent families	17.9%
Unmarried teen mothers	1.2%
Two-parent families	71.9%
Divorce rate (per 1,000 population)	5.3
Paternity establishment rate	46%

Fathers and Work

Unemployed resident fathers	6.0%
Resident fathers working part-time	22.8%
Fathers' median annual income	$27,819

Fathers and Schooling

Fathers who did not complete high school	9.7%
Fathers who completed only high school	32.5%

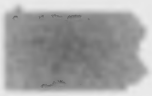
Fathers and Poverty

Two-parent families	7.5%
Two-parent families with full-time working father	4.5%
Single-parent families	37.1%

Fathers and Child Support

Child support enforcement cases where collection was made	19.3%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



PENNSYLVANIA

Overview

Most of the state's responsible fatherhood initiatives are related to welfare issues.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
  - Media campaign focused on child support (planned)
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
  - Abstinence education curriculum (planned)
- ☐ **Enhancing Fathers as Economic Providers**
  - Eliminates $50 pass-through (planned)
- ☑ **Strengthening Fathers as Nurturers**
  - Domestic violence is good cause for not participating in child support
  - Visitation program (planned)
- ☐ **Promoting Leadership Capacity**
  - Interagency teams (planned)

Fathers and Families

Mother-only families	23.4%
Father-only families	
as percent of all families	3.9%
as percent of all single-parent families	14.3%
Unmarried teen mothers	1.1%
Two-parent families	72.7%
Divorce rate (per 1,000 population)	3.3
Paternity establishment rate	48%

Fathers and Work

Unemployed resident fathers	5.5%
Resident fathers working part-time	16.1%
Fathers' median annual income	$30,190

Fathers and Schooling

Fathers who did not complete high school	10.4%
Fathers who completed only high school	41.8%

Fathers and Poverty

Two-parent families	7.4%
Two-parent families with full-time working father	3.1%
Single-parent families	47.7%

Fathers and Child Support

Child support enforcement cases where collection was made	30.8%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

PUERTO RICO*

Overview

Puerto Rico is trying to strengthen child support enforcement.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
- ☑ **Enhancing Fathers as Economic Providers**
  - Strengthening child support enforcement by linking dislocated fathers to families
- ☐ **Strengthening Fathers as Nurturers**
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families
Father-only families
  as percent of all families
  as percent of all single-parent families
Unmarried teen mothers
Two-parent families
Divorce rate (per 1,000 population)
Paternity establishment rate

Fathers and Work

Unemployed resident fathers
Resident fathers working part-time
Fathers' median annual income

Fathers and Schooling

Fathers who did not complete high school
Fathers who completed only high school

Fathers and Poverty

Two-parent families
Two-parent families with full-time working father
Single-parent families

Fathers and Child Support

Child support enforcement cases where collection was made	23.4%

* Information on Puerto Rico was not available in the March Current Population Survey.

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

RHODE ISLAND

Overview

Rhode Island's fatherhood-related strategies focus on issues related to teen fathers, child support enforcement, and welfare-linked issues.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Pro-sports teams to promote responsible fatherhood

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Regional Adolescent Self-Sufficiency Collaboratives have developed teen parent programs on paternity and child support
- "Town Teen Network"—facilitates inter-agency collaboration (in two communities)
- Computer-based training for minority students
- Teen Pregnancy Prevention Partnership Act to develop statewide plan on addressing unwanted pregnancy (introduced)

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- License revocation
- Noncustodial fathers may be referred to education and training
- In-hospital paternity establishment

☐ **Strengthening Fathers as Nurturers**

☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	26.7%
Father-only families	
as percent of all families	3.6%
as percent of all single-parent families	11.8%
Unmarried teen mothers	1.2%
Two-parent families	69.7%
Divorce rate (per 1,000 population)	3.2
Paternity establishment rate	51%

Fathers and Work

Unemployed resident fathers	8.0%
Resident fathers working part-time	21.6%
Fathers' median annual income	$26,000

Fathers and Schooling

Fathers who did not complete high school	18.7%
Fathers who completed only high school	30.5%

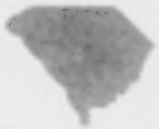
Fathers and Poverty

Two-parent families	4.9%
Two-parent families with full-time working father	1.4%
Single-parent families	44.8%

Fathers and Child Support

Child support enforcement cases where collection was made	12.6%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



SOUTH CAROLINA

Overview

The Governor has instructed the state agencies to create more family-friendly workplace policies. There is also a limited public-awareness strategy as well as initiatives related to welfare issues.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- Father's Day press conference promoting responsible fatherhood

☐ **Preventing Unwanted or Too-Early Fatherhood**

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- Employment services required for unemployed noncustodial families
- License revocation

☐ **Strengthening Fathers as Nurturers**
- Father-friendly work policies for state employees (planned)

☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	26.4%
Father-only families	
as percent of all families	4.1%
as percent of all single-parent families	13.4%
Unmarried teen mothers	1.5%
Two-parent families	69.5%
Divorce rate (per 1,000 population)	4.2
Paternity establishment rate	45%

Fathers and Work

Unemployed resident fathers	4.7%
Resident fathers working part-time	15.4%
Fathers' median annual income	$25,000

Fathers and Schooling

Fathers who did not complete high school	17.8%
Fathers who completed only high school	37.9%

Fathers and Poverty

Two-parent families	10.5%
Two-parent families with full-time working father	4.0%
Single-parent families	53.8%

Fathers and Child Support

Child support enforcement cases where collection was made	26.0%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

SOUTH DAKOTA

Overview

The state's initiatives center around the implementation of the welfare law. The state will exercise its option to have noncustodial parents who are not working and not paying support work in community service jobs. The state also has outreach efforts to prevent teen pregnancy.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Child Support Enforcement staff speak to students
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - Job services available to low-income, noncustodial fathers
  - Community service program for those not paying support (planned)
  - License revocation
- ☐ **Strengthening Fathers as Nurturers**
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	18.2%
Father-only families	
as percent of all families	5.3%
as percent of all single-parent families	22.6%
Unmarried teen mothers	0.6%
Two-parent families	76.5%
Divorce rate (per 1,000 population)	4.2
Paternity establishment rate	79%

Fathers and Work

Unemployed resident fathers	2.3%
Resident fathers working part-time	12.4%
Fathers' median annual income	$22,900

Fathers and Schooling

Fathers who did not complete high school	8.5%
Fathers who completed only high school	38.7%

Fathers and Poverty

Two-parent families	11.9%
Two-parent families with full-time working father	9.8%
Single-parent families	45.2%

Fathers and Child Support

Child support enforcement cases where collection was made	32.8%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

TENNESSEE

Overview

Tennessee is one of the few states that has personnel designated to oversee fatherhood programs in the state. The programs sponsored by the state are implemented locally.

State Strategies to Encourage Responsible Fatherhood

☑ **Promoting Public Awareness About Responsible Fatherhood**
- "FACE" campaign honors fathers paying support and addresses domestic violence

☑ **Preventing Unwanted or Too-Early Fatherhood**
- Male involvement component in pregnancy-prevention initiative

☑ **Enhancing Fathers as Economic Providers**
- Benefits available to two-parent families
- Parents' Fair Share demonstration site (pilot)

☐ **Strengthening Fathers as Nurturers**
- Fatherhood peer-support group (pilot)

☑ **Promoting Leadership Capacity**
- Designated staff coordinating state fatherhood initiatives

Fathers and Families

Mother-only families	29.0%
Father-only families	
as percent of all families	3.0%
as percent of all single-parent families	9.3%
Unmarried teen mothers	1.0%
Two-parent families	68.0%
Divorce rate (per 1,000 population)	6.6
Paternity establishment rate	n/a

Fathers and Work

Unemployed resident fathers	5.8%
Resident fathers working part-time	19.4%
Fathers' median annual income	$25,000

Fathers and Schooling

Fathers who did not complete high school	20.5%
Fathers who completed only high school	37.5%

Fathers and Poverty

Two-parent families	7.0%
Two-parent families with full-time working father	2.2%
Single-parent families	54.7%

Fathers and Child Support

Child support enforcement cases where collection was made	11.2%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

TEXAS

Overview

Texas has the Governor's leadership in addressing the issue of responsible fatherhood. Texas' initiatives strongly encourage fathers to assume their financial responsibilities for their children whether or not they are in new families. The state also assumes (unless contested) joint custody in all divorce cases.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - Greater enforcement of statutory rape laws
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - License revocation
  - Affidavit stating no child support owed for couples applying for marriage licenses
  - Personal responsibility agreements for welfare recipients establishing paternity
- ☑ **Strengthening Fathers as Nurturers**
  - Joint custody presumption at divorce
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	24.2%
Father-only families	
as percent of all families	3.6%
as percent of all single-parent families	12.8%
Unmarried teen mothers	1.4%
Two-parent families	72.3%
Divorce rate (per 1,000 population)	5.4
Paternity establishment rate	49%

Fathers and Work

Unemployed resident fathers	3.9%
Resident fathers working part-time	18.9%
Fathers' median annual income	$24,000

Fathers and Schooling

Fathers who did not complete high school	23.5%
Fathers who completed only high school	28.8%

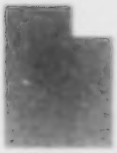
Fathers and Poverty

Two-parent families	17.4%
Two-parent families with full-time working father	10.5%
Single-parent families	47.5%

Fathers and Child Support

Child support enforcement cases where collection was made	19.4%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



UTAH

Overview

Utah focuses on building family relations in its fatherhood initiatives. It mandates that couples seeking divorce, with or without children, receive mediation services and encourages divorced couples to follow set visitation schedules for the children.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - "Family Matters"—publication promoting responsible fatherhood
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
- ☐ **Enhancing Fathers as Economic Providers**
- ☑ **Strengthening Fathers as Nurturers**
  - Mandatory mediation in divorce cases
  - License revocation of custodial parents not following established visitation schedule
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	13.4%
Father-only families	
as percent of all families	3.6%
as percent of all single-parent families	21.0%
Unmarried teen mothers	1.0%
Two-parent families	83.0%
Divorce rate (per 1,000 population)	4.7
Paternity establishment rate	67%

Fathers and Work

Unemployed resident fathers	1.9%
Resident fathers working part-time	13.7%
Fathers' median annual income	$30,246

Fathers and Schooling

Fathers who did not complete high school	4.9%
Fathers who completed only high school	25.1%

Fathers and Poverty

Two-parent families	6.3%
Two-parent families with full-time working father	3.1%
Single-parent families	34.4%

Fathers and Child Support

Child support enforcement cases where collection was made	19.5%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

VERMONT

Overview

Vermont has multiple programs and policies that promote responsible fatherhood. The state partners with local agencies to provide some of the programs. The state is continuing some policies related to responsible fatherhood started as welfare demonstrations under the new federal welfare law.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
  - Planned
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - State funds local programs on preventing pregnancy
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - Earned Income Tax Credit
  - In-hospital paternity establishment
- ☑ **Strengthening Fathers as Nurturers**
  - Counseling available to divorcing couples
  - "DADS" provides services to custodial and noncustodial fathers (in one county)
  - "Playgroup"—provides interaction between incarcerated men and their children
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	16.3%
Father-only families	
as percent of all families	5.3%
as percent of all single-parent families	24.6%
Unmarried teen mothers	0.2%
Two-parent families	78.4%
Divorce rate (per 1,000 population)	4.0
Paternity establishment rate	77%

Fathers and Work

Unemployed resident fathers	6.9%
Resident fathers working part-time	19.6%
Fathers' median annual income	$28,000

Fathers and Schooling

Fathers who did not complete high school	9.0%
Fathers who completed only high school	34.2%

Fathers and Poverty

Two-parent families	4.8%
Two-parent families with full-time working father	3.7%
Single-parent families	40.6%

Fathers and Child Support

Child support enforcement cases where collection was made	9.7%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

VIRGINIA

Overview

The Governor's Commission on Citizen Empowerment has initiated the Virginia Fatherhood Campaign which aims to involve fathers with their children and families, keep fathers involved even after separation or divorce, and improve the fathering skills of all fathers. The campaign involves media, forums, and mini-grants.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - Media campaign on personal responsibility
  - Series of Fatherhood Forums
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
- ☑ **Enhancing Fathers as Economic Providers**
  - Job training for low-income, noncustodial fathers
- ☑ **Strengthening Fathers as Nurturers**
  - Brochures on father-friendly community/workplace
- ☑ **Promoting Leadership Capacity**
  - Seed grants to initiate programs in 24 communities
  - Eight regional forums to encourage efforts

Fathers and Families

Mother-only families	23.0%
Father-only families	
as percent of all families	4.8%
as percent of all single-parent families	17.3%
Unmarried teen mothers	0.4%
Two-parent families	72.2%
Divorce rate (per 1,000 population)	4.6
Paternity establishment rate	50%

Fathers and Work

Unemployed resident fathers	3.9%
Resident fathers working part-time	14.6%
Fathers' median annual income	$31,000

Fathers and Schooling

Fathers who did not complete high school	13.5%
Fathers who completed only high school	31.8%

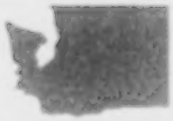
Fathers and Poverty

Two-parent families	7.0%
Two-parent families with full-time working father	3.6%
Single-parent families	35.4%

Fathers and Child Support

Child support enforcement cases where collection was made	37.6%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.



WASHINGTON

Overview

Washington exercises some of its options in the new welfare law including suspension of driver licenses, providing benefits to two-parent families, and providing some job search assistance linked with ability to pay child support.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - License revocation
  - Temporary reduction of child support linked with participation in job search programs
- ☐ **Strengthening Fathers as Nurturers**
  - Parenting courses and job search assistance for noncustodial parents in one county (pilot)
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	20.4%
Father-only families	
as percent of all families	5.9%
as percent of all single-parent families	22.5%
Unmarried teen mothers	0.7%
Two-parent families	73.7%
Divorce rate (per 1,000 population)	5.6
Paternity establishment rate	70%

Fathers and Work

Unemployed resident fathers	6.5%
Resident fathers working part-time	23.2%
Fathers' median annual income	$32,000

Fathers and Schooling

Fathers who did not complete high school	6.6%
Fathers who completed only high school	31.2%

Fathers and Poverty

Two-parent families	8.9%
Two-parent families with full-time working father	1.8%
Single-parent families	34.5%

Fathers and Child Support

Child support enforcement cases where collection was made	33.3%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

WEST VIRGINIA

Overview

West Virginia has developed a public-awareness effort, the Parenthood and You (PAY) campaign aimed at reaching middle and high school students. In addition, there is an effort to develop a program approach to building peer supports for noncustodial fathers interested in developing better relationships with their children.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - "Parenthood and You"—targets adolescents and teens
  - TV series on single parenthood
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - "Parenthood and You" middle school curriculum
- ☑ **Enhancing Fathers as Economic Providers**
  - License revocation
- ☑ **Strengthening Fathers as Nurturers**
  - Developing support groups for parents (local program)
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	23.0%
Father-only families	
as percent of all families	3.7%
as percent of all single-parent families	13.9%
Unmarried teen mothers	0.6%
Two-parent families	73.2%
Divorce rate (per 1,000 population)	5.0
Paternity establishment rate	66%

Fathers and Work

Unemployed resident fathers	9.1%
Resident fathers working part-time	24.8%
Fathers' median annual income	$21,500

Fathers and Schooling

Fathers who did not complete high school	20.4%
Fathers who completed only high school	49.4%

Fathers and Poverty

Two-parent families	18.7%
Two-parent families with full-time working father	8.2%
Single-parent families	60.7%

Fathers and Child Support

Child support enforcement cases where collection was made	24.3%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

WISCONSIN

Overview

Wisconsin has emphasized ensuring that fathers have access to jobs in its father-related strategies, using both a "carrot" and a "stick" approach.

State Strategies to Encourage Responsible Fatherhood

- ☑ **Promoting Public Awareness About Responsible Fatherhood**
  - Child support public-awareness campaign identifies those who do not pay
- ☐ **Preventing Unwanted or Too-Early Fatherhood**
- ☑ **Enhancing Fathers as Economic Providers**
  - "Children First" program—provides work experience, job training, and case management to unemployed noncustodial fathers
- ☑ **Strengthening Fathers as Nurturers**
  - Mediation provided to divorcing couples
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	22.8%
Father-only families	
as percent of all families	5.1%
as percent of all single-parent families	18.4%
Unmarried teen mothers	1.1%
Two-parent families	72.1%
Divorce rate (per 1,000 population)	3.4
Paternity establishment rate	76%

Fathers and Work

Unemployed resident fathers	4.8%
Resident fathers working part-time	15.8%
Fathers' median annual income	$30,000

Fathers and Schooling

Fathers who did not complete high school	7.4%
Fathers who completed only high school	36.4%

Fathers and Poverty

Two-parent families	5.5%
Two-parent families with full-time working father	2.2%
Single-parent families	38.2%

Fathers and Child Support

Child support enforcement cases where collection was made	38.3%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

WYOMING

Overview

The state of Wyoming exercises some of its options in the new welfare law including suspension of driver licenses, providing benefits to two-parent families and offering training to men to help them find jobs.

State Strategies to Encourage Responsible Fatherhood

- ☐ **Promoting Public Awareness About Responsible Fatherhood**
- ☑ **Preventing Unwanted or Too-Early Fatherhood**
  - "Best Beginnings"—community-based program
  - "Healthy Infant, Capable Adolescent program"
- ☑ **Enhancing Fathers as Economic Providers**
  - Benefits available to two-parent families
  - License revocation
  - JOBS training available to low-income unemployed men
  - Special paternity establishment project
- ☑ **Strengthening Fathers as Nurturers**
  - Fatherhood promoting work policies (not specified)
- ☐ **Promoting Leadership Capacity**

Fathers and Families

Mother-only families	19.6%
Father-only families	
as percent of all families	4.6%
as percent of all single-parent families	19.2%
Unmarried teen mothers	1.0%
Two-parent families	75.7%
Divorce rate (per 1,000 population)	6.5
Paternity establishment rate	14%

Fathers and Work

Unemployed resident fathers	2.6%
Resident fathers working part-time	13.7%
Fathers' median annual income	$30,000

Fathers and Schooling

Fathers who did not complete high school	4.5%
Fathers who completed only high school	39.2%

Fathers and Poverty

Two-parent families	6.7%
Two-parent families with full-time working father	5.2%
Single-parent families	37.1%

Fathers and Child Support

Child support enforcement cases where collection was made	12.2%

NOTE: See Figure 4.1 for a full explanation of the indicators used in this section.

CHAPTER 5

State-by-State Descriptions of Fatherhood-Related Strategies and Policies

"This is not exactly the way I thought it would end."

Marilyn Nichols, New York City, after the arrest of her ex-husband, Jeffrey Nichols, for unpaid child support in the amount of $580,000[1]

"I'm more than mad that he abandoned us, I'm disgusted."

Misty, age 12, Dallas, TX[2]

Introduction

This section provides state-by-state descriptions of specific program and policy approaches being used in each state to promote responsible fatherhood. The information was gathered between February and May of 1997 by staff from both the National Center for Children in Poverty and the Council of Governors' Policy Advisors. Using a program and policy checklist (see Appendix A), contacts in each state were asked to identify others within the state directly associated with fatherhood-related initatives, and to update the information gathered for a previous survey in 1996 by the Council of Governors' Policy Advisors. The information was then synthesized and sent to the primary state contacts for review.

The information about current state policies and practices is organized to highlight five types of state strategies:

- promoting public awareness about responsible fatherhood;
- preventing unwanted or too-early fatherhood;
- enhancing fathers as economic providers;
- strengthening fathers as nurturers;
- promoting leadership capacity.

Appendix F gives a list of the contacts who provided information for this section.

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[1] As quoted in James, G. (1995). After ex-spouse's arrest, strangers cheer. *New York Times*, September 8, pp. B1, B4.

[2] As quoted in Lewin, T. (1998). Father's vanishing act called common drama. *New York Times*, June 4, p. A18.

ALABAMA

Overview

The state of Alabama uses public service announcements to reach fathers. The state's welfare policy revokes licenses of noncustodial parents who do not pay child support and makes benefits available to two-parent families.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Alabama uses public service announcements to publicize men's roles in children's lives. The PSA's are funded by a combination of state and private funds.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Alabama has adapted the Paternity and Parenthood (PAPA) program from Texas to Alabama laws. The program is for school-aged youth and discusses legal responsibilities of fathers. The state also uses a video from the California PAPA program. The Department of Human Resources hopes to demonstrate the curriculum in schools and in agencies that work with teen males.

Strategies Intended to Enhance Fathers as Economic Providers

Welfare benefits are available to two-parent families. Job training and employment services are also available to low-income, noncustodial fathers.

The Alabama welfare law revokes the driver and professional licenses of noncustodial parents who do not pay child support.

The state has an in-hospital paternity establishment strategy.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

The state works with several pro-family, private organizations at the local level.

ALASKA

Overview

The state of Alaska has a minimum wage higher than the federal minimum wage standard and has family and medical leave that exceeds national recommendations. The state also has opted to make welfare benefits available to two-parent families and to revoke the driver and professional licenses of noncustodial parents not paying child support.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The statewide public-awareness campaign to encourage men to be responsible fathers uses public service announcements, radio ads, and purchased exterior signs on buses.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Alaska has a male involvement component in its pregnancy prevention initiatives that promotes responsible sexuality. The state also uses public speakers in schools to send the message of responsible sexuality to youth.

Strategies Intended to Enhance Fathers as Economic Providers

Welfare benefits are available to two-parent families.

Alaska revokes the driver and professional licenses of noncustodial parents who do not pay child support.

The state has a minimum wage that is higher than the federal minimum wage.

Strategies Intended to Strengthen Fathers as Nurturers

The state of Alaska extends family and medical leave beyond the federal requirements for men and women to care for sick family members or for newborn children.

Strategies Intended to Promote Leadership Capacity

None reported.

ARIZONA

Overview

Arizona has an interagency coordinating council on child support and has mounted several public-awareness campaigns. In addition, it implemented a hospital-based paternity establishment initiative. It has also implemented a court-linked parent education program for divorcing parents.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The Arizona Cardinals football team has joined the statewide efforts to support children and families with a billboard and poster campaign to promote Arizona's Fatherhood Initiative. The theme of the campaign is "Fatherhood Can Be Child's Play." Cardinals team members are featured with their children. Billboards will be displayed in the state's two largest metropolitan areas.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

In an effort to educate students about the obligations of childbearing, the Department of Economic Security, Division of Child Support Enforcement, has launched a unique education program modeled after successful campaigns in California and Michigan. The program is targeted at students in grades 9 through 12 and is comprised of a teaching curriculum entitled "Think About It." It includes case studies, worksheets, glossaries, and an MTV-style video with interviews of teenagers. It is intended to give teens an understanding of the implications and consequences of premature parenthood. To date, approximately 165 Arizona high schools have requested the materials.

Strategies Intended to Enhance Fathers as Economic Providers

As part of the federal Child Support Enforcement Program, the state has an initiative that encourages acknowledgment of paternity. Developed and carried out in cooperation with hospitals, the initiative has been successful in getting many unmarried fathers to acknowledge paternity at the time of the birth of their child. (A bilingual publication titled *What Every Parent Should Know About Establishing Paternity* has been produced.)

Strategies Intended to Strengthen Fathers as Nurturers

Arizona has developed a program, pursuant to recent state legislation, designed to educate parents involved in certain domestic relations court actions, about the impact that divorce, restructuring of families, and judicial proceedings have on minor children. The intent is to encourage parents to maintain a constructive role in the life of their child.

Strategies Intended to Promote Leadership Capacity

The Child Support Coordinating Council was created, in 1994, to make policy recommendations. It is comprised of representatives from all of the relevant state agencies, legislators, custodial, and noncustodial parents. The Council has completed a media campaign describing the importance and duty of responsible fatherhood, as part of an attempt to increase compliance in ways other than the traditional enforcement actions. This built on a similar media campaign already organized by the Child Support Bureau in the Department of Economic Security.

ARKANSAS

Overview

Arkansas has enacted new legislation strengthening child support enforcement. It also has strategies for incarcerated men and noncustodial fathers.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Arkansas has conducted a public relations campaign through the Arkansas Department of Health targeting young men who become fathers and the responsibility involved or should be assumed with having children.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

Arkansas has enacted new legislation to strengthen child support enforcement provisions, report child sup-

port case data, require cross-matching using social security numbers of marriage and other licenses with child support data, and establish registries for new employees and for child support orders.

Strategies Intended to Strengthen Fathers as Nurturers

The Alternative Parental Support Program is administered by the Arkansas Child Support Enforcement Agency. This program is designed to prepare parents through education and job training, family planning, and positive parenting education. By enrolling in the program, the noncustodial father can postpone child support payments. However, if the father fails to meet the requirements of the program, he can be dismissed from the program and forced to pay all past due child support.

The Arkansas Department of Health's Division of Reproductive Health is currently providing educational presentations to prerelease inmates at the Department of Corrections' Wrightsville and Benton Units. Topics include: family planning and reproductive health, paternity and child support, family violence and abuse, and sexually transmitted diseases including HIV and AIDS.

Strategies Intended to Promote Leadership Capacity

None reported.

CALIFORNIA

Overview

California has several different foci for its efforts to promote responsible fatherhood: a public-awareness campaign, teen pregnancy prevention, and marriage-linked incentives.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

As part of its Male Involvement Program, California has a statewide male involvement media campaign that tries to address the diverse populations in the state. The campaign utilizes posters, billboards, and transit billboards to convey the message that men should be responsible fathers. Many of the captions are made in English and Spanish depending on the audience in the particular area of the state. Examples of the captions include: "I thought having sex made me a man, it made me a father." and "Be proud, be responsible, be a man."

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The state has a comprehensive effort to prevent teen pregnancy that includes an $8 million program that targets male involvement in teen pregnancy. The program includes 23 projects in seven counties in the state. The program involves collaborative efforts between local youth programs, social service organizations, health organizations, and law enforcement.

In the summer of 1996, two Community Forums on Male Responsibility and Teen Pregnancy Prevention were held. The goals of the forums were: (1) to acknowledge the problem of teen pregnancy as it relates to male responsibility; (2) mobilize action around the issue of male responsibility at the community level; (3) identify activities and approaches to foster community involvement; and (4) summarize the participants' recommendations for local and state policy leaders. Approximately 15 percent of the participants were young people. Also in attendance were representatives from social services, health services, schools, churches, gang intervention services, violence prevention activities, and law enforcement.

California offers a "Young Men as Fathers" program at four California Youth Authority Institutions to improve parenting skills of young incarcerated fathers in the state juvenile correctional facilities.

The Governor's fiscal year 1997 budget includes $6 million to district attorneys to help in the prosecution of statutory rape cases. Data suggest that 60 percent of California mothers aged 16 and under had children fathered by post-school-aged men.

Strategies Intended to Enhance Fathers as Economic Providers

None reported.

Strategies Intended to Strengthen Fathers as Nurturers

California has a Family Leave Act which allows up to 16 weeks of unpaid leave over a two-year period for men and women for medical or child rearing purposes.

"Wedfare," a part of California's welfare reform program, provides transitional child care and health benefits to low-income mothers who choose to marry.

Strategies Intended to Promote Leadership Capacity

None reported

COLORADO

Overview

Colorado's Governor has taken a leadership role in promoting responsible fatherhood. The state's efforts are focused on strengthening local program capacity and leadership around positive fathering. In addition, Colorado is one of the few states that has a designated person, a senior policy advisor to the Governor, responsible for fatherhood efforts throughout the state.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The Governor's Office is currently working with Children's Hospital and the Denver Broncos to develop a comprehensive campaign that will heighten public interest in the important role that fathers play in healthy child development. The campaign will be modeled after those in other states using professional sports teams. The campaign will coincide with statewide public hearings, which will serve to inform the public regarding the final recommendations made by the Responsible Fatherhood Task Force. (See below.) The public hearings will culminate with a statewide Fatherhood Summit which will be designed to address the needs of both fathers and service providers.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

None reported.

Strategies Intended to Strengthen Fathers as Nurturers

A commission is being appointed to study Colorado's no-fault divorce laws and its effects on children. No date has been set as yet for the release of the findings.

Colorado is planning a conference on fathers of children with special needs.

Strategies Intended to Promote Leadership Capacity

In 1995, the Governor appointed a task force on Responsible Fatherhood, to help frame the specifics of an agenda. In 1996, the task force released a comprehensive report that outlined the issue and provided recommendations that could be implemented to encourage responsible fatherhood. In 1997, the task force convened two teams to make specific, action-oriented recommendations regarding necessary legislative, judicial, and community action to promote the involvement of fathers.

The Re-Engaging Fathers Action Team will focus on developing standards and principles for responsible fatherhood that will be made available to service providers, as well as to state agencies and private foundations that are in a position to fund innovative community initiatives. This Team will be developing an extensive network of fathering and parenting programs which will be made available to the general public. A "Father's Guide" reference booklet will also be made available. The Judicial Action Team will focus on addressing the judicial barriers to responsible fatherhood (i.e., parenting time, access and visitation, child support). Also, the Judicial Team developed a survey that was sent to chief judges throughout the state so that judges would have the opportunity to offer feedback regarding recommendations that are ultimately made. The two Teams will issue their recommendations in June 1997.

The Governor's Office, in collaboration with other state agencies and community-based organizations, will be hosting a fatherhood summit in the fall of 1997 to cultivate local leadership, to provide communities with concrete strategies for program development, and to identify fund-raising options for responsible fatherhood.

Colorado has a senior policy advisor to the Governor.

CONNECTICUT

Overview

Connecticut's fatherhood-promoting strategies include a public-awareness campaign, strengthened statutory rape provisions, and efforts to encourage and enable men to work, as well as be involved with their families.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Connecticut has endorsed a new public-awareness campaign, "Dads Do Make a Difference," which sponsors a variety of special events aimed at involving fathers in their children's lives. The program strives to establish links with civic leaders, corporations, professional athletes, and members of the entertainment industry.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

With state funding of $250,000, a special crime-fighting unit has been established to investigate and prosecute statutory rape.

Strategies Intended to Enhance Fathers as Economic Providers

Reach for Jobs First (REACH), part of Connecticut's welfare reform program, allows families to receive public assistance when both parents live in the home. The program was established to encourage recipients to work and meet the financial needs of their families. Pending legislative approval, this practice will be continued under the new welfare law.

Based on the national model, Connecticut is developing its own "Parents' Fair Share" program, to increase the number of employment and educational opportunities available to noncustodial fathers and thus to increase child support payments and enhance parenting skills.

Connecticut is implementing the Family-to-Family Mentoring Program through which families not receiving public assistance provide direct and personal support to families making the transition from public assistance to self-sufficiency. The particular focus is on involving male mentors to demonstrate successful on-the-job business skills.

Strategies Intended to Strengthen Fathers as Nurturers

Connecticut has partnered with the Dads Do Make a Difference campaign of the Tate George Dreamshot Foundation to develop targeted tools and interventions for fathers involved in child support cases. The aim is to ensure that fathers in the target neighborhoods already involved with their children positively and substantially continue to be so, and that fathers not involved have the opportunity to build connections. The approach recognizes that enhancing and building such relationships is a "family affair" and that moms, too, must be involved.

The Hartford Housing Authority Family Reunification Project for noncustodial parents is a collaborative program between the Hartford Housing Authority and Connecticut's child support enforcement program. Through this project, noncustodial parents are placed in jobs associated with the reconstruction of the Charter Oak Housing Project. The project is aimed at enhancing a father's ability to support his family through reuniting him with the family in the home or by providing both financial and emotional support to the children living outside the home. The Department of Social Services has assigned special child support employees to work with these fathers and the Hartford Housing Authority to resolve any outstanding child support issues.

Strategies Intended to Promote Leadership Capacity

None reported other than those identified above.

DELAWARE

Overview

Delaware's fatherhood-related programs and policies are largely related to the new welfare law. The state is part of a national demonstration effort to strengthen child support collection agencies and practices.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Strengthening Young Families program is aimed at teen mothers receiving welfare and the young fathers of their children. The program gives young fathers the opportunity to participate in job training, job search, and parenting skills classes.

Sexual Predator legislation strengthens the penalties for statutory rape and for sex between a young girl and a man 10 or more years older. This law also strengthens interagency linkages on behalf of the victims.

Strategies Intended to Enhance Fathers as Economic Providers

Delaware has federal funds to streamline intake, develop an outreach initiative, enhance location and enforcement techniques, develop an enhanced quality control system, and have a community-based team approach to Child Support Enforcement (CSE). The expected outcome is early referrals to CSE, improved interviewing skills of CSE workers, better community relations through a better understanding of the CSE process, and CSE's ability to determine noncooperation. The project will be evaluated.

Delaware's welfare reform plan eliminates discrimination against eligible two-parent families.

Legislation was recently passed and signed by the Governor that will remove driver licenses from fathers in significant arrears of child support.

Strategies Intended to Strengthen Fathers as Nurturers

The Delaware Department of Corrections has parenting classes which place emphasis on unique parent/child issues related to the incarcerated male. Prerelease information is available to inmates on developmental milestones and parenting techniques.

Strategies Intended to Promote Leadership Capacity

None reported.

DISTRICT OF COLUMBIA

Overview

Most of the programs promoting responsible fatherhood in the District of Columbia are in their planning stages and/or are in response to welfare reform.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The kick-off for a citywide teen pregnancy prevention and reduction initiative was set for April 8, 1997. The initiative is being spearheaded by Mayor Barry who has convened the Mayor's Committee on Reducing Teenage Pregnancy and Out-of-Wedlock Births. The goals include: increasing the number of paternities established, reducing the number of births to teenage girls, and reducing the incidence of statutory rape. The Mayor's committee will include leaders from the religious, business, health, and law enforcement sectors within the city.

Strategies Intended to Enhance Fathers as Economic Providers

The District of Columbia has a policy of license revocation for those who do not pay child support. Licenses which can be revoked include driver and professional licenses. However, so far only driver licenses have been revoked. The Child Support Enforcement (CSE) agency is currently meeting with professional licensing organizations to discuss methods of automating their systems to cross-reference CSE clients with those in the licensing agency's system.

In-hospital paternity establishment has been in effect in the state for some time. The CSE agency reports that it plans to enhance outreach to fathers in local clinics and prenatal care facilities to encourage men to establish paternity.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

Demonstration grants are being proposed for programs at the community level. The city is trying to encourage local community-based organizations to implement these programs. However, some seed money will be needed from the local Department of Human Services or from federal sources to get the initiative started.

FLORIDA

Overview

Florida's Governor signed legislation to convene a Commission on Responsible Fatherhood in June 1996. Florida's welfare legislation contains many provisions affecting fathers.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Legislation strengthens the statutory rape provisions of the Florida statutes in an effort to curb teenage pregnancies by older adults.

Strategies Intended to Enhance Fathers as Economic Providers

The WAGES legislation (Florida's welfare reform legislation) provides participation in work activities for noncustodial parents who are delinquent in child support payments, allows for garnishment of wages for delinquent child support, and toughens paternity testing laws. In addition, the Department of Revenue is authorized to establish pilot programs which will require genetic testing in child support enforcement cases. These programs will address those cases where the assumed father does not voluntarily submit to genetic testing to determine paternity of a child.

WAGES removes the marriage penalty on two-parent families, requires work, requires cooperation with child support, provides up-front diversion assistance, requires teen parents to stay in school and live at home, and requires a community-based review of children whose families are sanctioned. The basic legislation took effect July 1, 1996.

Strategies Intended to Strengthen Fathers as Nurturers

The state of Florida has provided the Commission on Responsible Fatherhood with $200,000 to focus on productive parenting skills for both mothers and fathers. Parenting skills among teen parents will also be the focus of the commission's work.

Strategies Intended to Promote Leadership Capacity

Florida's Governor has created the Commission on Responsible Fatherhood, in 1996, to encourage fathers to play an active role in their children's lives, increase awareness of problems faced by families without responsible fathers, identify barriers to involvement of fathers and develop strategies to encourage greater father involvement.

Florida has appropriated for fiscal year 1997–98 $250,000 for grants to prenatal and infant health care coalitions throughout the state to develop community-based programs aimed at promoting responsible fatherhood.

GEORGIA

Overview

Georgia has developed a variety of efforts, many linked to welfare reform, to promote responsible fatherhood. There is a particular focus on working with young, low-income teens in programs and public-awareness campaigns.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

A Fatherhood Summit was held last year to bring the issues of fatherhood before policymakers and community leaders. Sponsored jointly by CSE, One Hundred Black Men of Atlanta, and a public nonprofit agency, it offered a forum for discussion and participation by fathers. It may be repeated this year.

"Parent'Hood—It's a Man's Thing, Too" is a public-awareness, parent training, and parent support cam-

paign targeting young men in three communities in Georgia. The purpose of the campaign is to educate young men about the important role they play in the lives of their children; and to help them become better parents by reminding them to spend time with their children, show affection, teach, and support them.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The TEEN PLUS project, under the auspices of the Department of Human Resources includes developing programs that specifically incorporate male involvement and responsible fatherhood as important aspects of teen pregnancy prevention. Male-focused activities are included in the design of nontraditional family planning clinics, micro-enterprise training and community-based mentoring programs implemented under the statewide initiative. Private industry is involved.

The Department of Human Resources, through the Division of Public Health, also funds fifteen community-based male involvement projects that have their main focus working with young males on issues of teen pregnancy prevention and male responsibility as fathers, as well as contributing members of their communities. These programs provide a variety of training, education and services to African American males including mentoring, health education, education on laws and policies regarding statutory rape, child support enforcement and welfare reform, responsible fatherhood, conflict resolution, peer counseling and community service.

Strategies Intended to Enhance Fathers as Economic Providers

The Fatherhood Employment Project is an initiative to help unemployed noncustodial fathers find work and/or training to go to work so that they can support their families. There are seven project sites around the state. Similar to the WORKFIRST philosophy for TANF recipients, each circuit office is developing an employment program that best utilizes the resources available in each locality. The projects are being funded by a special state appropriation that Georgia is matching with the federal Office of Child Support Enforcement funds.

The entire Child Support Enforcement (CSE) Program includes a strong focus on paternity establishment, establishing court orders for support and obtaining health insurance for children.

In one county, under Georgia's welfare reform effort, the Georgians Serving Georgians requires fathers who are at least two months behind in their child support to perform 20 hours per month in community service, as long as their children are receiving public assistance. The only funding involved is for the salary of the CSE agent who monitors the father's participation in the program.

Through its welfare reform, Georgia hopes to simplify the eligibility criteria for two-parent families.

Strategies Intended to Strengthen Fathers as Nurturers

Georgia hopes to develop a Fatherhood Visitation Project, using federal funds.

Strategies Intended to Promote Leadership Capacity

None reported.

HAWAII

Overview

State initiatives for responsible fatherhood in Hawaii focus on preventing teen pregnancy. They include a media campaign, a variety of school- and community-based efforts to include a focus on fathers in curricula and programs and the use of community teams to address issues such as sexual assault.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Hawaii has a statewide media campaign on preventing teen pregnancy that includes brochures, calendars, folders, and newspaper articles. The state also promotes prenatal care by fathers with media spots by Mother's Care, a social service agency, and the Office of Family Planning of the state Department of Health.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

In 1994, the Office of Children and Youth Services published *Responding to Teen Pregnancy and Parenting in Hawaii: A Community Strategy.* The report emphasizes involving fathers once they have children, particularly

since most of the teen mothers say they still have ongoing relationships with the fathers, but many of the fathers are older and not eligible to participate in Department of Education programs.

The Department of Education (DOE) has included a policy on teen fathers in its education policy. Not only does the DOE policy encourage pregnant and parenting students to complete school, it also encourages teen fathers to participate in parenting classes and "understand their paternal responsibility as parents."

The Department of Education encourages males to participate in their Graduation, Reality and Dual Role Skills (GRADS) program, which is offered to pregnant and parenting teens but is still mostly regarded as being for mothers. The ultimate goal of the GRADS program is to help pregnant and parenting students, including fathers and fathers-to-be, learn how to balance their roles as parents and students. The GRADS Adolescent Resource Guide provides instruction in positive self, pregnancy, parenting, economic independence, and practical reasoning. Some of the GRADS teachers also work with the Peer Education Program coordinated with the Department of Health to provide students with pregnancy prevention activities.

The state has initiated an abstinence-based curriculum in public and private schools and in community-based centers through health educators targeting hard to reach clients (i.e. homeless, substance abusers, and the mentally ill).

There are also several local programs.

Strategies Intended to Enhance Fathers as Economic Providers

Welfare benefits are available to two-parent families in Hawaii. Benefits include training and employment services. The Judiciary Family Court of the 1st Circuit has developed policy and protocol in conjunction with the City and County of Honolulu Corporation Council to expedite paternity proceedings.

Strategies Intended to Strengthen Fathers as Nurturers

The state has a mandated course for divorcing parents to address the impact of divorce on children.

The state also works with local programs such as Healthy Start, Parentline, and Prevent Child Abuse Hawaii to help men learn responsible parenting.

The state has purchased services which provide for visitation of children with their noncustodial parents.

Strategies Intended to Promote Leadership Capacity

In response to a Senate Concurrent Resolution, the Governor's Office of Children and Youth and a collaborative effort between public and private agencies (e.g. Healthy Mothers, Healthy Babies Coalition of Hawaii, the Teen Intervention Program, the Hawaii Teen Pregnancy, Parenting, and Prevention Council and the Department of Health), created the Community Teams Responsible to Teen Pregnancy. Ten teams were developed statewide to address the issue of teen pregnancy, prevention, and teen parenting. The Teams also work specifically with men to prevent sexual assault. General activities of the Teams are supported by local foundations.

The House and Senate in Hawaii crafted concurrent resolutions introduced in the 1997 legislature requesting that the Governor convene a Fatherhood Task Force to promote strong families through positive fathering. The resolution was not adopted but plans remain to try again.

The Governor has appointed a consortium of state agencies to find solutions to the issue of teen pregnancy.

IDAHO

Overview

Idaho has developed a public-awareness campaign, although most of the state programs do not specifically target males. The state has penalties for visitation violations and a license revocation strategy.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The state has initiated a Father for a Lifetime public-awareness campaign aimed at teen pregnancy prevention with a father focus. The captions for the ads read: "Sex lasts a minute, being a father lasts a lifetime."

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The state has programs promoting responsible sexuality for teens and an adolescent pregnancy prevention pro-

gram aimed at both males and females, although none of the state programs target males specifically.

Strategies Intended to Enhance Fathers as Economic Providers

The state suspends the licenses of noncustodial parents who are not paying child support. The state has created ads to inform noncustodial parents of the new license suspension law. In addition, the state will suspend licenses for parents who violate visitation agreements decided by a court regarding child custody.

Strategies Intended to Strengthen Fathers as Nurturers

Idaho has a no-fault divorce law.

Strategies Intended to Promote Leadership Capacity

None reported.

ILLINOIS

Overview

Illinois has developed a range of responsible fatherhood promoting strategies centering around child support enforcement efforts, building parenting connections for incarcerated men, and helping noncustodial parents gain access to employment. Illinois also conducts an ongoing public-awareness campaign. Leadership is centered in the state agencies, and outcome data exist for most efforts.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Three years ago, the Illinois Department of Public Aid (IDPA) launched a "Thanks Dad" public-awareness campaign which received the National Child Support Enforcement Association's Outstanding Public Awareness Award, in 1994, and has been adopted by child support programs in other states. Each year, Illinois sponsors public forums, issues public service announcements, places posters on tollways, and recognizes fathers (and mothers) who fulfill their obligations and want to better their children's lives. The aim is to accentuate the positive—spreading the message that paying child support strengthens the relationship between children and parents.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Illinois Department of Public Health (IDPH) currently provides funding for ten Male Responsibility Programs directed to males ages 10 to 14. Activities include health and sexuality (including abstinence), education, and social development. The aim is to improve decision-making skills and self-esteem by working with the boys to improve school performance and to help them to set personal goals. Services were extended to 345 boys in fiscal year 1996. In addition, the IDPH is developing a new program for fathers similar to their current Subsequent Pregnancy Program for teenage mothers. Planning is still in the early stages.

Strategies Intended to Enhance Fathers as Economic Providers

Illinois is implementing multiple strategies to enhance fathers as economic providers. Three strategies focus on noncustodial fathers: (1) The Family Responsibility Project removes major barriers to family stability and self-sufficiency by eliminating the "marriage penalty" within the Aid to Families with Dependent Children (AFDC) programs. Since the program's inception, in October 1993, the number of two-parent AFDC cases with jobs has increased four-fold. (2) The Non-Custodial Parent Earnfare Initiative began as a pilot in Chicago, in April 1995, as a collaborative effort of the Department of Public Aid's Division of Planning and Community Services and the Division of Child Support. It is now statewide. The initiative is designed to help unemployed noncustodial parents of children receiving AFDC enter employment and meet their financial obligations to their children. Although the goals are similar to the Paternal Involvement Project (PIP) (see below), participants are court ordered to participate rather than volunteer. Statewide, 1,725 individuals have participated in the NCP/Earnfare Initiative. Of this number, 80 noncustodial parents have entered employment, 130 have entered subsidized employment, about 500 are in court-monitored job search programs, and over 350 are participating with special contractors in preemployment activities. (3) IDPA contracts with Chicago Area Project (CAP), a community provider, to provide intensive preemployment services to unemployed Food Stamp recipients and noncustodial parents of AFDC children. CAP services include individualized job skills training, education, intensive preemployment

activities, and placement into subsidized employment. CAP offers participants who are willing to work a chance to find employment and take an active role in their children's lives. From July 1994 to June 1996, 1,886 clients received services and 240 gained unsubsidized employment.

IDPA is exploring the possibility of establishing an income withholding process for wages earned by incarcerated parents. Although the amounts to be gained may be small, due to the minimal amounts earned by inmates, the connection between noncustodial parents and their children will be maintained.

Illinois has also worked to strengthen its child support enforcement strategies. In fiscal year 1996, IDPA's Division of Child Support Enforcement collected an all-time record of $270 million on behalf of the children in Illinois, including $85 million for families on AFDC. The Division expects to collect $304 million this year, an increase of almost 13 percent in one year. Strategies include: (1) contracting with a private collection agency which has yielded over $2 million a month, and (2) deducting child support directly from a noncustodial parent's paycheck, also known as income withholding. This has proven the most cost-effective, efficient way to collect overdue support. In fiscal year 1996, payments totaling over $170 million were received via income withholding. (3) Using federal income tax refund offsets allow the division to receive delinquent child support from a noncustodial parent's tax refund. In fiscal year 1996, over $39 million in child support collections were received from almost 40,000 parents. Smaller amounts were also received from state tax offsets, other state offsets, and offsets from unemployment compensation. (4) Effective January 1995, the Illinois Department of Revenue (IDoR) was empowered to collect child support using all of the tax collection powers granted to this agency, including asset seizure and wage garnishment. To date, almost $8 million in overdue child support payments have been received by IDoR.

Illinois was the first state to require that state employees be current in paying their child support. Existing employees are tracked to ensure their compliance and new employees are screened at the time of hiring. State employees who are delinquent on support obligations are required to enter into payment plans to bring their payments up to date.

Illinois has implemented three efforts to encourage paternity establishment in out-of-wedlock situations. (1) The Hospital Onsight Paternity Establishment (HOPE) Program, which predates the federal requirement for a hospital paternity establishment program, allows parents to establish paternity in both contested and uncontested cases. (2) Illinois recently passed legislation simplifying the paternity establishment process for fathers who want to voluntarily acknowledge their children. Previously, fathers who wanted to establish paternity had to fill out forms separate and distinct from the birth certificate process. Now, when the mother and father sign the Voluntary Acknowledgment of Paternity Form, the man's name is placed on the birth certificate which legally establishes paternity. (3) The Paternity Establishment Demonstration Project (PEDP), developed jointly by IDPA and the Illinois Department of Corrections, seeks to establish paternity for incarcerated, noncustodial parents. The project began in six Illinois prisons but has been so successful that it has now expanded statewide. To date, there has been a 95 percent paternity establishment rate for incarcerated, noncustodial parents.

In August 1995, Illinois began a program of professional license suspension for delinquent noncustodial parents. The effort began with the Department of Professional Regulation, but is currently expanding into all other state agencies that issue licenses. While only 15 licenses have been revoked so far, the threat of revocation has resulted in over $3.7 million in collections.

Strategies Intended to Strengthen Fathers as Nurturers

The Paternal Involvement Project (PIP) is the result of a public/private partnership designed to meet the diverse needs of low-income fathers who want to be involved in the lives of their children by helping them secure employment and to establish meaningful relationships with their children. PIP began as a demonstration project in 1994, but due to its success became a permanent program in July 1996. Approximately 70 percent of the participants have obtained employment over the past two years.

Parenting classes are operative in almost every correctional facility in Illinois through the Life Skills Program. The Life Skills Program is a multifaceted curriculum which includes parenting, consumer education, finance management, and the importance of balancing

home and work responsibilities. Parenting is taught in three courses: Parenting I focuses on relationships between fathers and their infants or toddler children, Parenting II highlights the needs of elementary school children, and Parenting III focuses on parenting adolescents. The core curriculum is the same for each institution although different parenting aspects may be highlighted depending upon the needs of the inmates.

Strategies Intended to Promote Leadership Capacity

None reported.

INDIANA

Overview

Under the previous administration, Indiana began the Restoring Fatherhood, Renewing Families Initiative. The new administration is also committed to the issue of responsible fatherhood and is following through on many of the initiatives started by the previous administration, including a $2 million grant to support programs that promote responsible fatherhood. Funding is provided through reinvestments from welfare case closings.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Indiana reports three public-awareness promoting strategies. (1) The previous Governor invited leading practitioners on the subject of fatherhood to participate in a conference on "Fatherhood, Renewing Families." The conference educated community leaders, service providers, and policymakers on the importance of promoting responsible fatherhood. It also led to the creation of a video on responsible fatherhood. There is a possibility that the current Governor will hold another conference. (2) From Thanksgiving to Christmas 1996, the state ran a radio advertisement aimed at reaching out to "missing fathers." The ad was played during prime-time hours for the month and featured the voices of wives and children reading an open letter to fathers telling them why they wanted the fathers to come back home. (3) The child support enforcement office is in the process of negotiating with the Colts football team to develop a media campaign using television and print ads to promote responsible fatherhood statewide.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Mentoring programs for teens are being sponsored under a mini-grant initiative to promote responsible fatherhood (see below).

Two other programs directed at young fathers are the "Father Resource Center," which works with young urban families providing holistic services that have proven to be effective, and the "It's My Child Too!!" curriculum developed by Purdue University Extension Service to promote responsible fatherhood.

Strategies Intended to Enhance Fathers as Economic Providers

None reported.

Strategies Intended to Strengthen Fathers as Nurturers

The state sponsors local programs that offer parenting training and coparenting classes to help fathers and mothers nurture their children.

Strategies Intended to Promote Leadership Capacity

In January 1997, the state instituted a $2 million program to enhance the capability of local programs serving fathers, promoting their emotional and financial involvement with their children. The new administration is continuing the effort. Funding came from money saved from declining welfare cases. In Phase I of the initiative, twenty-two organizations already in operation received funding to enhance their programs. In Phase II, monies will be allocated to newly developed programs or replications of successful programs in currently underserved areas of the state. It is estimated that 40 to 50 projects will be funded in this phase. The grant initiative is scheduled for evaluation after a two-year trial. Many programs provide comprehensive services, including helping fathers complete their education, obtain jobs, and pay child support.

IOWA

Overview

Iowa mandates that divorcing parents attend mandatory workshops on the impact of divorce on children. A Child Support Advisory Committee established in 1992 uses public-awareness and other strategies to ensure that fatherhood is defined more broadly than just economic support.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

In the fiscal year 1997–1998 program and budget summary document, the Governor described disadvantages of children in families without fathers and announced a one-year initiative called "Campaign for the Family." The campaign will include community forums, a statewide summit, and a review of current state government policies and programs.

The Child Support Advisory Committee, established by statute in 1992, includes a variety of public members. The Committee is working on a public-awareness campaign that tries to change the culture by defining responsible fatherhood as broader than traditional punitive methods of "just" increasing child support payments. The public-awareness campaign emphasizes the importance of maximum involvement of both parents in the lives of their children through a variety of media activities. Emphasis is also placed upon the importance of payment of child support obligations. This program is made possible through the cooperation of both the Bureau of Collections and the Iowa Attorney General's Office.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The state is evaluating the feasibility of implementing a pilot program called "Dads Make A Difference," developed in Minnesota. Dads Make A Difference is a paternity education project in which tenth through twelfth graders teach middle school students about the importance of fathers in children's lives.

Strategies Intended to Enhance Fathers as Economic Providers

The Child Support Advisory Committee provides an open forum for debate and discussion concerning child support enforcement issues. This Advisory Committee allows both custodial and noncustodial parents as well as other constituencies which have an interest in child support enforcement issues to meet and discuss current policies that affect the enforcement of child support.

The state has an in-hospital paternity establishment program.

Through assisting a local initiative, Iowa provides job training to low-income, noncustodial fathers. The initiative, sponsored by the Quad Cities Interfaith nonprofit organization, plans to rehabilitate housing in decaying neighborhoods in Davenport, Iowa. The group plans to employ and train noncustodial parents to accomplish these goals. The state will provide organizational staff assistance on this project. Additionally, Governor Branstad has announced a family reunification initiative modeled after the program developed in Connecticut by the Hartford Housing Authority and the state's child support enforcement agency. Noncustodial parents participating in the program will receive training in the construction trades and will be placed in jobs rehabilitating housing for low-income families. Child support employees will work closely with noncustodial parents to ensure timely child support payment.

Strategies Intended to Strengthen Fathers as Nurturers

Iowa requires all couples who file for divorce in the state to attend a mandatory education program on the impact of divorce on children. In addition, in 1996 the state proposed providing more protection for noncustodial parents in gaining access to their children, including the funding of neutral drop-off sites, and providing noncustodial parents legal protection to preserve parental relationships when their children move out-of-state with the custodial parent.

Iowa has a joint custody presumption for divorcing parents and offers counseling for these parents to help them understand the impact on children.

The Governor intends to appoint a task force to review divorce and marriage laws. (Currently, the state has a no-fault divorce law.)

The Governor has proposed: denial of visitation be grounds for modification of the custody order; removing the presumption that one parent be granted physical care; requiring notice to the noncustodial parent of relocation of the children out-of-state; removing driver

licenses for denial of visitation; making interference with visitation a criminal act; and developing do-it-yourself procedures to enforce visitation rights.

Strategies Intended to Promote Leadership Capacity

See above discussion of Child Support Advisory Committee.

KANSAS

Overview

The majority of Kansas fatherhood-promoting initiatives are linked to the new welfare law. The state also has a contract with a private agency to provide dispute resolution and education to divorcing parents.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The state has an arrangement with the U.S. Postal Service to place "wanted posters" for locating noncustodial parents in child support arrears in post offices across the state. In the past, there have been other public-awareness initiatives, but none are going on now.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

For the past two to three years the state has revoked driver and professional licenses of noncustodial parents who do not pay child support.

In-hospital paternity establishment has been in effect for a number of years.

Strategies Intended to Strengthen Fathers as Nurturers

The state is seeking federal funds through the new welfare law to implement a visitation program linked to child support payments.

The state has a contract with a private provider, Menningers, Inc., which provides divorce education workshops and dispute resolution for divorcing parents. The mediation is voluntary in some counties and is mandatory in others at the judge's discretion. However, there is no mandate to attend these classes if families cannot pay the fee. The classes teach the dynamics of divorce and what the impact of crisis is on children.

Strategies Intended to Promote Leadership Capacity

None reported.

KENTUCKY

Overview

Kentucky is implementing a variety of public-awareness and program efforts through child support enforcement, social services, and maternal and child health agencies. All are aimed at building nurturing relationships and economic responsibility and many require interagency collaboration. A particular emphasis is on preventing teen pregnancy. A number of the efforts are coordinated by a staff person in the Division of Child Support Enforcement (DCSE).

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Kentucky reports several public-awareness campaigns. One, sponsored by the DCSE, through commercials, encourages fathers to spend time with their children and reminds society of the importance of a father in a child's life. These commercials will run on state-funded airtime as well as public service announcements. They depict male lions and penguins to show how important fatherhood is across all species. It is hoped that the commercials will generate a statewide conversation on the importance of restoring fatherhood as a vital component of the health and well-being of children.

In conjunction with the Cabinet for Families and Children and the Cabinet for Health Services, the Division of Maternal and Child Health will conduct a statewide media campaign on adolescent pregnancy prevention and male responsibility. The campaign will be based on Maryland's successful "Campaign for Our Children." Paid prime-time television spots and commercial airtime on radio will be the primary features of the campaign. DCSE, in an effort to reduce teen pregnancy, has created a public-awareness campaign, distributing posters with the message "Unwanted pregnan-

cy can mean buying these wheels (picture of stroller) before buying these wheels (picture of car)."

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

A statewide summit on teen pregnancy prevention, including a focus on fatherhood and male responsibility, is planned for late summer. The summit will feature the Governor as well as national and state speakers involved in teen pregnancy prevention and male responsibility. The target audience will be state and local community leaders who can address the problem.

The Department of Social Services (DSS) makes funds available (if some local match is provided) to school-based Family Resource and Youth Services Centers to distribute pamphlets and posters to middle and high schools focused on postponing sexual involvement. Also, as part of the Family Preservation Program administered by the DSS, funds are made available on a competitive basis to local agencies to provide pregnancy prevention efforts that include a male involvement component.

Two school-based curricula are promoted by the DSS through the collaboration of local health departments and schools. Postponing Sexual Involvement (PSI), a peer-education, abstinence-based program, is currently reaching 63 percent of the state's seventh grade public school students. Reducing the Risk (RTR), an abstinence-based program that also provides factual information about contraceptives, is being taught to approximately 30 percent of the state's ninth grade students. Both the curricula are aimed at preventing adolescent pregnancies and are taught in conjunction with local health departments and peer educators.

The Department of Public Health Division of Maternal and Child Health sponsors a resource person program for teen parents. The program teaches parenting skills and links teens with resource mentors to assist them in overcoming the barriers which teen parents face. This program to date has mainly focused on the mothers but a component for teen fathers is being added. The Division of Maternal and Child Health also sponsors a committee on adolescent pregnancy prevention. This is an interagency committee which shares information and plans for pregnancy prevention and male responsibility initiatives.

State and federal DSS funds are used to sponsor local programs that promote responsible fatherhood. The intensive eight-week programs funded through the family preservation program (called the Community Connections for Children in Kentucky) promote active male involvement in the family unit as well as postponing parenthood. Ten programs have been funded in various parts of the state and all are locally designed to meet the unique needs of the area.

Strategies Intended to Enhance Fathers as Economic Providers

The DSS provides job training/job linkage of low-income, noncustodial fathers and JOBS training to low-income men to get them employed through the Kentucky Department of Social Insurance.

DCSE recently began a driver license suspension campaign. Over 14,000 noncustodial parents were issued courtesy letters warning them to make arrangements to catch up on the past due child support or face action to begin suspension or denial of their driving privileges. The division intended to send a wake-up call to those neglecting their obligations by displaying messages in local newspapers and on posters urging them to "drive down to pay your child support...while you still can."

DCSE recently implemented the Paternity Acknowledgment, Promotion and Accessibility (PAPA) program to increase the number of paternity establishments. This initiative will use brochures, commercials, newspaper ads, radio announcements, and public-service announcements to inform the public of voluntary acknowledgment services and educate parents on the benefits of paternity establishment. Special outreach efforts to mothers will be made by distributing materials to local hospitals, health departments, and doctors' offices that encourage mothers to have paternity established for their children. The initiative will also train staff in the use of vital statistics affidavits so they can help parents to complete them. The initiative will be carried out in collaboration with the Division of Maternal and Child Health.

State law already requires that hospital personnel attempt to establish paternity at the time of birth while the mother is still in the hospital. Affidavits declaring paternity are given to the parents at the hospital. Hospitals receive a financial incentive for each affidavit that is completed. Fathers are given fact sheets regard-

ing their rights and responsibilities. (Individuals are not required to complete a paternity establishment affidavit.)

DCSE recently collaborated with Kentucky's Head Start program in order to reach single-parent families enrolled in Head Start. The effort is designed to provide information to those in need of child support assistance by creating a referral process to local offices. Head Start Family Resource staff are given packets of vital information and applications to be distributed to those families that DCSE has not reached.

Strategies Intended to Strengthen Fathers as Nurturers

DCSE is in the process of requesting a federal grant to establish a program to promote access and visitation within judicial districts. This family resource program will include mediation, counseling and education, development of parenting plans, visitation enforcement (monitored/supervised, neutral drop-off and pick-up sites), and development of visitation guidelines and alternative custody arrangements. The purpose of this endeavor is to facilitate access to and visitation of their children for noncustodial parents.

Strategies Intended to Promote Leadership Capacity

None reported.

LOUISIANA*

Overview

Louisiana has education initiatives to educate teen parents and older parents on parental responsibility and parenting skills.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The Department of Social Services issued a press release thanking all fathers who do pay their child support and encouraging others to do so.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

As part of efforts to prevent teen pregnancy, and to make the best of the situation for teenage parents, parenting skills courses are in place, with the emphasis on both fathers and mothers.

In some of the juvenile justice facilities, parenting courses are also available which focus on both fathers and mothers.

Strategies Intended to Enhance Fathers as Economic Providers

None reported.

Strategies Intended to Strengthen Fathers as Nurturers

Part of "Project Independence," the state's welfare reform initiative, has included parenting courses.

Strategies Intended to Promote Leadership Capacity

None reported.

* The state did not respond to requests for updates. This material is from the 1996 CGPA report.

MAINE

Overview

Maine has opted for several provisions in the new welfare law that are pertinent to fatherhood.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The state provides an 18 minute video, "It's Official," for presentation to high school students, which demonstrates the support enforcement and public assistance consequences of teenage fatherhood. A teacher facilitates discussion and student participation.

Strategies Intended to Enhance Fathers as Economic Providers

Welfare benefits are available to two-parent families.

Welfare law revokes the driver and professional licenses of noncustodial parents who do not pay child support.

Low-income men can participate in the JOBS program to help them find employment

The state of Maine has an in-hospital paternity establishment procedure.

Strategies Intended to Strengthen Fathers as Nurturers

The state has a presumption of joint custody at the time of divorce.

The state of Maine plans to apply for federal funds to simplify the visitation process for noncustodial parents.

Strategies Intended to Promote Leadership Capacity

None reported.

MARYLAND

Overview

Maryland has implemented the Young Fathers/Responsible Fathers program in six jurisdictions as the linchpin of its efforts to promote responsible fatherhood. The program involves a network of community-based programs and local departments of social services.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The state has developed a multi-strategy approach to raising public awareness about responsible fatherhood. There is an annual Male Involvement Conference with high-level state leadership. Local program coordinators and the director of Young Fathers/Responsible Fathers conduct presentations at statewide conferences, such as the Statewide Child Support Enforcement Conference, the Statewide Community Action Agency Conference, practitioner's meetings, local faith organizations, and the media. Local Young Fathers/Responsible Fathers coordinators canvas neighborhoods and distribute program and parenting information.

The state also provides information on fatherhood through the "Help Yourself" recorded information system and through Community Bulletin Boards, an automated telephone information service for local residents. Posters are displayed throughout some communities about the Young Fathers/Responsible Fathers program. Basketball and other sports activities are held promoting fatherhood in the community. In addition, articles are placed in local school newspapers describing the Young Fathers/Responsible Fathers program and encouraging teens not to become fathers until they are in a position to financially and emotionally support a child.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Young Fathers/Responsible Fathers program is the core of the effort to assist and support young fathers to prevent too-early fatherhood. Maryland's programs are designed to meet local needs. The state provides training and technical assistance through network coordinators' meetings and other strategies. An ongoing evaluation of the local programs is done by visits to local sites. Sites must also submit monthly and quarterly reports on program operations in addition to a year-end report and an implementation plan for each fiscal year. The program has become institutionalized in many areas of youths' daily lives. For example, the program is a component of the tenth grade Life Skills Curriculum in local high schools. In addition, Young Fathers/Responsible Fathers coordinators belong to local organizations and participate in interagency and community planning processes.

Strategies Intended to Enhance Fathers as Economic Providers

Maryland has an Absent Parent Program in two jurisdictions of the state. One is implemented by a private, nonprofit agency and the other by a state agency. Job placement services are provided to noncustodial parents in an effort to assist them in paying child support and to assist them to become financially and emotionally responsible to their children.

Maryland has established a hospital-based paternity acknowledgment program throughout the state.

State welfare benefits are available to two-parent families.

Job training and job linkages are available for low-income, noncustodial fathers.

A revocation of license provision is in effect.

The state has its own Earned Income Tax Credits for low-income families.

Strategies Intended to Strengthen Fathers as Nurturers

Presentations to incarcerated males and females concerning fatherhood development and the important role fathers play in the development of their children are made by the state DHR and coordinators at the local level. The aim of these presentations is to promote family involvement and to increase financial and emotional responsibility of fathers. Training is provided to participants in basic child care, child development, discipline of children, decision-making, money management, job preparation, sexual awareness, stress management, conflict resolution, anger management, effective communication, self-sufficiency, etc.

Strategies Intended to Promote Leadership Capacity

The state program director of the Young Fathers/Responsible Fathers program conducts quarterly Young Fathers/Responsible Fathers/Absent Parent coordinators meetings with all local coordinators.

The Young Fathers/Responsible Fathers coordinators and the state have developed collaborations between local and state agencies such as boards of education, health departments, the Department of Juvenile Justice, the Division of Rehabilitation Services, departments of parole and probation, and Child Support Enforcement, to provide coordinated services for fathers. For example, the state is currently collaborating with local departments of social services and a community-based, nonprofit agency in the development of a grant proposal to enhance services provided by a newly established men's center located in the Empowerment Zone of Baltimore City.

MASSACHUSETTS

Overview

Massachusetts has developed a public-awareness campaign, several child support enforcement-related initiatives, and a pilot effort to implement a curriculum for school-aged students. In addition, the Governor has appointed a commission on father absence and family support.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The "Fatherhood Can Be Child's Play" campaign is comprised of three thirty-second public service announcements and related print material designed to promote fatherhood. These materials feature two New England Patriots football players and their children. Informational materials include public service announcements, billboards, large calendars, pocket calendars, car cards, station posters, and mass transit advertising promoting the "Fatherhood Can Be Child's Play" campaign.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Governor has directed the state police to undertake an education initiative with the schools and the state welfare department regarding statutory rape.

Under the leadership of the Department of Revenue (DOR) the "Dads Make A Difference" curriculum is being piloted in one school system. If the curriculum is successful, it will be implemented in other schools as well. The "Dads Make a Difference" curriculum started in Minnesota to prevent early pregnancy and increase fathers' involvement once a child is born through paternity education. Older teens teach middle school students about the importance of fathers in children's lives, and the legal, financial, and emotional responsibilities of parenting.

Strategies Intended to Enhance Fathers as Economic Providers

The Massachusetts Child Support Enforcement agency is undertaking several campaigns to increase the awareness of paternity establishment and the importance of fatherhood. The In-Hospital Paternity Project is a program whereby DOR works with Massachusetts hospitals and other birthing institutions to provide unmarried mothers and the fathers of their children, an opportunity to voluntarily acknowledge paternity as part of the birth registration process. This program was developed with the assistance of both private consultants and an ongoing cooperative agreement with the Department of Public Health's Registry of Vital Records and Statistics (RVRS).

Strategies Intended to Strengthen Fathers as Nurturers

The DOR programs cited above (including the "Fatherhood Can Be Child's Play" campaign) are intended to reinforce the idea of fathers as nurturers. Also, the Department of Revenue will be coordinating an interagency effort targeting noncustodial parents (typically fathers) to reinvolve them in their child's life. (This effort will be part of the new federal welfare reform requirements.)

Strategies Intended to Promote Leadership Capacity

Under the guidance of The Children's Trust Fund, the Fathers and Family Network was established in May 1996, to provide opportunities for further program development and to coordinate and increase greater training opportunities focusing on the needs of fathering. Over 100 interested individuals and community-based programs are represented in the network. The purpose of the network is to share information across a wide range of programs that work to meet a diverse range of fathering needs and interests.

The Governor established a Commission on Father Absence and Family Support, in 1996, to bring together leaders from across government, business, religious communities, and local communities to examine what can be done to alleviate "fatherlessness" in Massachusetts.

MICHIGAN

Overview

Michigan was the first state to implement a media campaign using a national sport team to promote responsible fatherhood. The state also has other media campaigns using a children's poster contest to create calendars. Also, a brochure has been developed and endorsed by the Michigan Academy of Family Physicians which promotes paternity establishment. The state revokes licenses of those who do not pay child support.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Michigan has a statewide, state-funded media campaign featuring the Detroit Lions football team to promote responsible fatherhood. The campaign, "Fatherhood Can Be Child's Play," was the first such initiative using sports stars to promote responsible fatherhood and has since been duplicated in other states with national sports teams. Billboards, newspaper ads, and radio and television public service announcements are used to encourage fathers to be more responsible for their children. The campaign hopes to convince young fathers that they too could be a positive influence in their children's lives by providing positive fatherhood role models in Michigan sports stars who are young dads themselves. The Detroit Lions also sponsored an "Acknowledgment Day," on October 27, 1996, where the team announced the campaign.

"Children Need You," a poster campaign, features the artwork of young children in a calendar promoting fatherhood. The artwork was gathered from a contest in local schools. Posters and pocket calendars were distributed statewide to schools, Friends of the Court, prosecuting attorneys, Family Independence Agency county offices, and other agencies.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Office of Child Support developed a high school curriculum on paternity and child support with the help of the Michigan Family Support Council, Friends of the Court, prosecuting attorneys, school administrators, high school teachers and students. This curriculum was distributed to all public high schools in the state.

Michigan has developed an interagency strategic plan for reducing out-of-wedlock births and unintended pregnancies. This plan combined the efforts of three departments, education, community health, and the Family Independence Agency, to focus programs on reducing unwanted pregnancies. Teenage males and females are the primary target populations. The plan calls for more extensive and coordinated family planning services, sex education in schools, teen health centers, and a modified Michigan Abstinence Partnership program. This joint planning effort is expected to reduce both out-of-wedlock births and unintended pregnancies.

Strategies Intended to Enhance Fathers as Economic Providers

A brochure and posters have been developed to promote in-hospital paternity establishment. "Doing

What's Best For Your Baby—Establishing Paternity," was endorsed by the Michigan Academy of Family Physicians. The brochures, posters, and a video, "Fatherhood: The Steps to Paternity," are distributed upon request to doctor's offices, birthing hospitals, local public health departments, public schools, legal aid offices, local Family Independence Agency offices, and teen-parent organizations.

The state revokes the driver, hunting and fishing, and professional licenses of noncustodial parents who do not pay child support.

Strategies Intended to Strengthen Fathers as Nurturers

The state has a program for divorcing parents called Start Making It Livable for Everyone (SMILE) to help them understand the ramifications of divorce on children. The program is not mandatory and participation varies from county to county depending on the judge overseeing the case.

Under Michigan's Child Support Program, services are provided to resolve issues and disputes arising over visitation and custody. These services are provided to both parents on an as-needed basis. Under a federal waiver in the Title IV-D program, federal matching funds are provided to ensure this service is available for all parents who need it.

Strategies Intended to Promote Leadership Capacity

The state has a cross-agency planning council to coordinate fatherhood efforts. There is also a Fathers' Task Force that works with the Office of Child Support Participation, the courts, and the Department of Education, along with other agencies, primarily in the Lansing, Michigan area.

MINNESOTA*

Overview

Minnesota's promoting responsible fatherhood strategies involve providing parent education programs targeted to boys and men ranging in age. The aim is to prevent early pregnancy and to foster parental involvement if men are fathers.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Minnesota relies on a variety of parent education programs to prevent unwanted or too-early fatherhood. These include Education Now and Babies Later (ENABL), Dads Make a Difference, and MELD. ENABL, which is targeted primarily at children 12–14, is an education program to prevent early pregnancy. "Dads Make a Difference" is a curriculum started in Minnesota to prevent early pregnancy and increase paternal involvement once a child is born through paternity education. Older teens teach middle school students about the importance of fathers in children's lives. MELD for Young Dads provides information on parenting to young fathers between 15 and 25 who have children under age two.

The Minnesota Department of Children, Families, and Learning administers male responsibility and fathering grants designed to educate young people, especially males ages 10–21, on the responsibilities of parenthood. Programs must assist youth to understand the long-term responsibility of fatherhood and the importance of fathers in the lives of children. Grant recipients must provide a 50 percent match for all state dollars received and are expected to collaborate with school districts to educate young people.

Strategies Intended to Enhance Fathers as Economic Providers

Three counties participate in Parents' Fair Share, a program designed to provide employment services, family counseling, and other services to fathers who are in arrears on their child support. Hennepin County (which includes the City of Minneapolis) contracts with The Fathers' Program, a program similar to Parents' Fair Share. The Fathers' Program provides young fathers between 18 and 30 with information on parenting, job training, and counseling to help them achieve self-sufficiency.

Strategies Intended to Strengthen Fathers as Nurturers

Minnesota has a strong network of parent education programs. (See above.)

Strategies Intended to Promote Leadership Capacity

Minnesota has the first Father-to-Father initiative, which was launched by Vice-President Al Gore. Father-to-Father is a national resource for communities and agencies who wish to expand or enhance existing father support programs, and to create new opportunities for men to come together to support each other in their roles as fathers while focusing on the importance of fathers in children's lives.

The Minnesota Department of Children, Families, and Learning administers male responsibility and fathering grants with a 50 percent local match. (See above.)

* Minnesota also has private organizations focused on nurturing. The Father's Resource Center offers fathers support groups, parenting classes, family law clinics, and anger management classes. The Center for Fathering at Urban Ventures helps "turn fathers' hearts to their children," providing programs to help dads recognize their importance to their children and resources to help them become responsible parents.

MISSISSIPPI

Overview

Mississippi has developed a public-awareness campaign focused on the "Ten Most Wanted." It is also implementing other "big stick" strategies focused on the provider aspects of fatherhood.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Mississippi is using the internet to publicize its second "Ten Most Wanted" list of parents in arrears of court-ordered payments and has a memorandum of understanding with the state postal service to display "Top Ten Most Wanted" posters in 500 post offices. The state has a Worldwide Web homepage that includes the "Ten Most Wanted" and general information about the state's paternity program. The state is also implementing a public-awareness campaign, "What do you call a guy who makes a baby and flies the coop? A chicken!"

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

The hospital-based paternity program called A Simple Acknowledgment of Paternity (ASAP) uses brochures and videos to illustrate to new parents the lifetime benefits a child receives from having paternity legally established.

Effective July 1, 1996, Mississippi implemented a law suspending licenses for persons not complying with the order for payment of child support. This law applies to professional, occupational, and driver licenses. It also applies to licenses to hunt and fish, to sell alcoholic beverages, and to operate a business.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

None reported.

MISSOURI

Overview

Missouri is implementing a statewide Parenting and Paternity Alliance that seeks to focus attention on and provide supports to fathers in communities as well as in prison. The state has also developed specialized approaches to help noncustodial parents find jobs, establish paternity, and work with incarcerated youth.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The Division of Child Support Enforcement (DCSE) has a public-awareness committee comprised of DCSE staff, which develops and distributes materials regarding the child support enforcement program in the form of brochures and items such as pens/pencils, rulers, fans, etc. The committee also oversees local speakers' bureaus, whose members talk to students, community organizations, and businesses about child support enforcement. The committee seeks out fairs, festivals, and expositions in which to set up booths to share information about the child support enforcement program. This campaign has statewide and local elements.

There is also a state-level Parenting and Paternity Alliance (PAPA). The goals are to: (1) educate service providers and community leaders who work with families of the importance of including both parents in their action plans; (2) provide parents, especially fathers and their children, access to a support network through organizations and/or community programs; and (3) implement a media campaign to convey that children need the support of both parents. The effort is linked to the implementation of the Government Performance and Results Act.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Rites of Passage program is an approach to help youth committed to the state Division of Youth Services (DYS). There are seven principles in the curriculum that concentrate on responsibility and accountability, with an emphasis placed on responsible parenting. In fiscal year 1996, 120 youths were served by the program in St. Louis. Expansion is planned.

Two local PAPAs have targeted preventing unwanted fatherhood, one involving rap sessions with young men designed to guide men in issues relating to responsible parenting, respect for women, staying out of jail, finishing school, etc., the other to develop and offer peer information about early pregnancy, etc., to male and female students. (See below for the statewide PAPA.)

Strategies Intended to Enhance Fathers as Economic Providers

The Department of Health has had a voluntary hospital paternity program in place since 1989 to encourage fathers to sign birth certificates and acknowledge their paternity. The program, since strengthened, requires that hospitals give the Bureau of Vital Records document, "Affidavit to Add Father's Name to the Birth Record of a Child Born in Missouri Out of Wedlock," to all new, unmarried parents while the infants are still in the hospital. Signing the document is voluntary. In-hospital paternity acknowledgment rates are up 35 percent.

The Division of Child Support Enforcement (DCSE) staff are meeting regularly with hospital staffs throughout the state to ensure they are knowledgeable in the process of obtaining paternity acknowledgments. There is a pilot project in St. Louis in which contracted outreach workers meet with parents before and after a baby's birth. The outreach worker: (1) provides training to hospital and clinic staff on obtaining paternity acknowledgments; (2) identifies needs of unmarried couples and links parents with a network of support services (e.g., counseling, job training) located in the community.

Missouri is a Parents' Fair Share (PFS) site. The PFS objectives are to: (1) reduce poverty among children who receive public assistance by encouraging and aiding noncustodial parents to pay child support; (2) increase the earnings for noncustodial parents who are unemployed or underemployed so they can better support themselves and their children financially; and (3) help noncustodial parents provide emotional and other forms of support for their child(ren) when appropriate. PFS does this by offering components in remedial education, job training, job search, peer support (which addresses parenting, dealing with anger, working with custodial parents, etc.), mediation, and customized child support services.

Missouri anticipates the passage of a law revoking the driver and professional licenses of noncustodial parents who do not pay child support.

Strategies Intended to Strengthen Fathers as Nurturers

Missouri has a no-fault divorce law.

A number of judicial circuits in Missouri offer and/or require parenting education vis-a-vis impact of divorce on children. Some circuits offer mediation at no charge or at low cost to address issues having to do with custody and visitation.

In the fall of 1997, Parents as Teachers and the Division of Probation and Parole will present parenting classes for fathers who are on probation/parole on child rearing and on how to cooperate with custodial parents to facilitate shared parenting. The project also is to include men in prerelease status, focusing on how to deal with custodial parents to facilitate shared parenting.

PAPA has, in development, provision of six- to eight-week parenting education via maximum security prison's in-house television. The focus is on how to stay an involved parent while in prison (e.g., writing, sending videotapes to the child(ren), telephone calls, prison visits); televise stand-alone interviews about parenting/child development between child development experts/teachers and prisoners.

Strategies Intended to Promote Leadership Capacity

The focus of the state-level Parenting and Paternity Alliance (PAPA), a Government Performance and Results Act (GPRA) project, is to foster a community environment in which men and women feel that establishing paternity and accepting parental responsibility is the appropriate thing to do. Its objectives are to (1) educate service providers and community leaders who work with families of the importance of including both parents in their action plans; (2) provide parents, especially fathers and their children, access to a support network through organizations and/or community programs; and (3) implement a media campaign to convey that children need the support of both parents. There is an evaluation component.

DCSE has allocated one person full-time to Parenting and Paternity Alliance activities. This staff person serves as coordinator. Both the state-level and local-level PAPAs reflect cross-agency coordination of fatherhood initiatives.

MONTANA

Overview

Montana's strategies to promote responsible fatherhood largely center around welfare-linked policies. The state reports focusing special attention on fathers of children with disabilities.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The Governor and the state Council on Families are trying to increase public awareness at the state and local level.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

Welfare benefits are available to two-parent families.

Job training/job linkage is available through the state for low-income, noncustodial fathers.

The welfare law takes away driver and professional licenses of men who do not pay support.

The state has special paternity establishment strategies.

Strategies Intended to Strengthen Fathers as Nurturers

Divorcing parents can get help to consider the impact of divorce on children.

The Partnership to Strengthen Families Project is a statewide network of public and private family service providers which provides support to families to help them develop their own strengths. The Partnership provides services to all families including those with teen fathers, single fathers, and fathers of children with disabilities.

Strategies Intended to Promote Leadership Capacity

None reported.

NEBRASKA*

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

Nebraska has developed a hospital-based paternity strategy that, since its inception in 1995, has resulted in an increase in the paternity establishment rate by 53 percent.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

None reported.

* The state did not respond to requests for updates. This material is from the 1996 CGPA report.

NEVADA

Overview

Nevada has focused most of its initiatives about responsible fatherhood on the prevention of teen pregnancy and the encouragement of responsible male behavior. Twenty-two community-based Action Teams are organized across the state to prevent teen pregnancy and address issues of male responsibility.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The Department of Human Resources, Welfare Division, is seeking support for a public/private partnership to undertake a statewide public-awareness initiative that is aimed specifically at adolescent males and will focus on gender specific information.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Nevada's teen pregnancy plan was published in early 1996 and includes recommendations for promoting male responsibility, abstinence-based activities, and postponement of sexual involvement. Public and private organizations have been active over the past year in implementing the male responsibility recommendations.

Twenty-two community-based action teams organized across the state are in the process of determining what interventions will work best in their communities, including how best to address responsible male behavior. The teen pregnancy plan includes recommendations about male-specific, abstinence-based activities for teen pregnancy initiatives.

Nevada also has a Boys Encouraging Adolescent Responsibility (BEAR) project sponsored by the Nevada Health Division. BEAR is funded by Title X through the Family Planning Grant. It is designed to take high-risk teen boys (14–16) through a series of support meetings focusing on self-esteem and leadership enhancement skills by providing a monetary incentive. The primary objective of the program is to delay pregnancy and promote high school graduation of the boys. BEAR is being implemented in a rural community.

The state is reaching out to Medicaid recipients with children ages 9–14 by informing them about how they can access family planning education for their children, and about the importance of talking with their children about what an unplanned pregnancy might mean for their future.

Strategies Intended to Enhance Fathers as Economic Providers

None reported.

Strategies Intended to Strengthen Fathers as Nurturers

Beginning September 1, 1996, the Welfare Division of the Department of Human Resources implemented a policy to include family planning, paternity, and issues related to fatherhood in all of their employment and training classes.

Strategies Intended to Promote Leadership Capacity

None reported.

NEW HAMPSHIRE

Overview

New Hampshire has developed a public-awareness campaign, a school-based male outreach program, and several pilot initiatives, one for a court-linked program for divorcing parents, the other for noncustodial parents.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

"Thanks Dad" is a statewide poster campaign accentuating responsible behaviors of fathers meeting their obligations to support their children. The project was initiated in conjunction with Father's Day in 1994. The state is also utilizing the New England Patriots posters developed by Massachusetts to promote responsible fatherhood. These posters were initiated by the Massachusetts Department of Revenue.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

A statewide male outreach project is under way in high schools as part of the state's teenage pregnancy prevention initiative. Child support and welfare staff visit health education classes to discuss responsibility issues and the effects of the new welfare laws on teen parents.

Strategies Intended to Enhance Fathers as Economic Providers

The state legislature passed a license revocation law in April 1996.

There is one demonstration effort to help unemployed noncustodial parents access job training, counseling, job placement and job search assessment and referral. That project is jointly conducted by child support enforcement (CSE) and a private contractor, Job Services Project.

New Hampshire has an in-hospital paternity program to educate unmarried parents on the benefits of establishing paternity as soon as possible. The program provides for voluntary acknowledgment. In the first two years of the program, the success rate for paternity establishment is 60 percent.

Strategies Intended to Strengthen Fathers as Nurturers

The state has a pilot program underway in two counties requiring parenting classes in divorce cases. No results have been gathered on the success of the projects so far.

Strategies Intended to Promote Leadership Capacity

None reported.

NEW JERSEY

Overview

New Jersey has programs sponsored by the Departments of Human Services and Corrections focusing on family relations and promoting economic responsibility. These include a mini-grant program targeted to minority males to help community groups address issues of responsible fatherhood. The state is also emphasizing outreach to incarcerated fathers through a variety of programs focused on both caring and economic responsibility.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

A community education campaign called Learning Investments Network for Kids Sake (LINKS) increases public awareness about parental responsibility and promotes a parental responsibility curriculum for schools.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The School-Based Youth Services Program provides a range of services, including parental skills and teen pregnancy prevention strategies, to students in school. This initiative also provides group counseling and a support group for teen fathers. A parental responsibility curriculum for the schools is available.

Strategies Intended to Enhance Fathers as Economic Providers

The Paternity Opportunity Program (POP) allows the father to be identified at the time of birth by the hospital.

Operation Fatherhood is a demonstration program under Parents' Fair Share which targets unemployed and underemployed noncustodial fathers whose children receive AFDC. By enhancing training and instruction in parenting skills, the goal is to increase employment in order to help fathers pay child support and reduce the burden on the AFDC system. Expansion to other sites is planned.

In addition, New Jersey makes welfare benefits available to low-income, two-parent families.

The state revokes the driver, professional, and occupational licenses from noncustodial parents who do not pay child support.

The state minimum wage is higher than the federal minimum wage.

The state is in the process of developing an Incarcerated Fathers Child Support Initiative.

Strategies Intended to Strengthen Fathers as Nurturers

The Parent Education Program is used in some counties (expected to be expanded statewide) for parents undergoing divorce; courts have the option of ordering the program which is meant to help parents understand the emotional difficulties children face during divorce.

The Department of Corrections provides parenting classes to discuss responsible parenting and family relationships. The program, first introduced in January 1996, involves groups of 10–15 inmates meeting once per week (one and a half hour meetings) for 12 weeks.

Topics include fathering from prisons, what children need, and mending broken relationships. The Fathering Group has the goals of improving inmates' parenting skills, reducing recidivism by increasing commitment to family and increasing the ability of inmates to be responsible fathers.

The Planned Parenthood prerelease program focuses mainly on sexual education and is conducted by staff from Planned Parenthood, but topics also include communication in marriage and parenting (offered monthly for inmates prior to being released).

Strategies Intended to Promote Leadership Capacity

The Minority Males Challenge Grants are mini-grants, competitively awarded to not-for-profit religious and civic organizations that support a variety of projects, with one of the goals being to support family unity. The Minority Males program was initiated in 1990 with two statewide conferences and two youth symposia.

NEW MEXICO

Overview

The state of New Mexico currently has several ongoing fatherhood-centered programs in addition to their welfare reform efforts. The state plans to develop an interagency council to coordinate the efforts of the various departments and state agencies providing services for fathers. New Mexico has a child support coordinator especially for teen parents.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

New Mexico is currently working with the National Fatherhood Initiative to use their public service announcements and other materials to reach fathers.

In addition, the state Department of Health has a "Not Yet" campaign aimed at teenage men teaching them to wait until they are mentally and physically prepared for sex.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The state of New Mexico has a male involvement component in their pregnancy prevention initiatives.

The Bernadillo County Juvenile Detention Center has a Male Involvement Program for boys held at the facility.

The state has held a Male Involvement Conference organized by the Teen Pregnancy Coalition.

Strategies Intended to Enhance Fathers as Economic Providers

The state makes welfare benefits available to working two-parent families.

The state revokes the driver and professional licenses of noncustodial parents who do not pay child support.

The state has an in-hospital paternity establishment program.

The Children Youth and Families Division (CYFD) has a child support coordinator especially for teen parents.

Strategies Intended to Strengthen Fathers as Nurturers

The state has joint custody presumption in all divorce cases. Divorcing parents must also undergo mandatory counseling to ensure that they are knowledgeable of the impact of the divorce on children.

Strategies Intended to Promote Leadership Capacity

The state offers mini-grants to fund innovative program strategies that promote responsible fatherhood. Requests for proposals are accepted from local programs wishing to receive the grants.

Currently, there are plans to develop an interagency council to oversee fatherhood initiatives in New Mexico.

NEW YORK

Overview

New York state has various programs sponsored by the Office of Child Support Enforcement. Like many other states with professional sports teams, New York utilizes a sport team for their public-awareness initiative on responsible fatherhood.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

In 1996, the New York State Office of Child Support

Enforcement (OCSE) launched a public service campaign with two thirty-second commercials featuring the New York State Giants football players, their children, and Governor Pataki and two of his children promoting fatherhood. Commercial time was purchased during Giants football games from the Fox television network. Additionally, two posters were made of the football players in the television ads which have been distributed to State Departments of Motor Vehicles, Probation, Labor, and Social Services, as well as hospitals and prenatal clinics. The posters state that: "A father who's there for his children is a REAL Giant."

"Top Ten Deadbeat Dads" program has been created.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The "Parental Responsibility Program" was started in 1995 as part of the Adolescent Pregnancy Prevention Program. Four demonstration programs under the Department of Social Services provide information and support concerning paternity, child support, parenting skills, and assistance in addressing entry-level and long-term employment prospects. The program currently serves 80 young men, ages 19–21.

Strategies Intended to Enhance Fathers as Economic Providers

OCSE has developed a video and brochure which have been distributed to the 165 birthing hospitals in New York State promoting hospital-based voluntary acknowledgment of paternity. This effort, undertaken in 1996, is designed to educate unmarried parents on the importance of establishing paternity for their children and discusses a simple method of achieving that goal by signing a voluntary acknowledgment of paternity from the hospital immediately before the birth or after. OCSE is also providing on-site technical assistance and training to New York's hospitals to improve their paternity establishment rates.

The state's proposed "Welfare to Work" transition support program is aimed at strengthening two-parent families and would include more training and employment opportunities. Welfare reform proposals are pending approval by the state legislature.

Professional licenses are suspended for failure to pay child support.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

None reported.

NORTH CAROLINA

Overview

North Carolina is in the planning stages of a statewide Fatherhood Initiative. The state has held a summit to promote awareness about responsible fatherhood. The child support enforcement agency works with unemployed men to help them support their children by referring them to local community colleges where they can receive free education and training to help them find jobs.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The state held a fatherhood summit in the fall of 1996. The summit brought people together from across the state to discuss the issue. A major concern at the summit was how to present the issue to the public and to stimulate community response.

North Carolina has initiated contact with the professional football team the Carolina Panthers and plans to create a public awareness effort showing players interacting in a positive manner as role models, or speaking on the subject of fatherhood in a positive manner.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Adolescent Parenting Program, of the Department of Human Resources/Division of Social Services, is seeking additional funds to expand to 37 new programs during 1997–1998. Currently there are 26 programs in public and private, non-profit agencies across the state. The goal of the program is to prevent subsequent teen pregnancies and to encourage the participants to complete high school. The programs follow one basic model with a coordinator who provides case management, counseling, education, regular peer group meetings,

and matches each participant with a community volunteer mentor. The goal is to have this program and the Adolescent Pregnancy Prevention Program in all 100 counties by 2000.

Another statewide Adolescent Pregnancy Prevention Initiative Program is in approximately 20 demonstration sites. An external evaluation has identified several successful strategies: funding and technical assistance to projects which build upon skill-based abstinence education; mentoring; efforts to expand the life options of at-risk youth; programs which intervene at the time of a negative pregnancy test to assure appropriate counseling and follow-up; a sustained public-awareness campaign using a variety of media which communities can adapt to suit their local needs; and ongoing annual evaluation at both the state and local level.

Strategies Intended to Enhance Fathers as Economic Providers

The state has implemented an improved tracking system for the collection of child support.

Welfare benefits in North Carolina are available to low-income, two-parent families. There is a special eligibility condition for two-parent families as part of the state's TANF plan. An adult in a two-parent family must participate in a work activity for at least 35 hours per week. At least 30 of the 35 hours must be in an allowable federal work activity and cash assistance will be received only after meeting the work requirement.

In an effort to publicize the availability of and encourage the use of the voluntary paternity establishment process, the state is in the process of producing Paternity Information Kits to be distributed to parents. These kits are bilingual and will explain the positive aspects of establishing paternity as soon as possible after the birth of a child. Videos can be shown in waiting rooms of hospitals, clinics, and local Department of Social Services offices. In efforts to expedite the paternity establishment process, the state is working with Vital Statistics Records to design a National Paternity affidavit which can be used to legally establish paternity immediately following the birth of a child.

Currently, North Carolina does not have a formal plan in which noncustodial parents are directed to enroll in school or become employed, however, many of the local child support offices offer assistance to the noncustodial parents they serve by referring them to community colleges which offer skill-building courses at no charge. These local offices also post vacancy announcements where they can be viewed by noncustodial parents.

As part of the federal welfare reform package, noncustodial parents who are delinquent in child support payments may be required to participate in work activities the same as is required for Work First participants.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

North Carolina has identified a cross-agency planning committee to design and facilitate the state's Fatherhood Initiative. The committee is identifying public and private partners, including fathers in the community that have been part of the system, to be part of the planning council. A Fathers' Summit will be used to spearhead more local program efforts.

NORTH DAKOTA*

Overview

North Dakota reports license revocation and paternity establishment procedures.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Communities are trying to address teen pregnancy by itself and as part of the larger issue of responsible fatherhood.

Strategies Intended to Enhance Fathers as Economic Providers

The state suspends licenses of child support evaders.

Procedures have been implemented to establish paternity while the mother is in the hospital.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

None reported.

* The state did not respond to requests for updates. This material is from the 1996 CCPA report.

OHIO

Overview

Ohio's efforts to promote responsible fatherhood are largely a response to welfare changes.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The state has a Putative Father Registry that requires potential fathers to register with the state in order to reserve their rights to custody in an adoption proceeding.

Strategies Intended to Enhance Fathers as Economic Providers

The state will provide child-only support for up to two years to families who are uncooperative (without good cause) in providing information for paternity establishment. If the parents still refuse to establish paternity, the entire family will lose benefits.

Under Ohio's welfare demonstration, the state provided benefits to two-parent families. (The state did not report whether this will continue under their welfare reform plan.)

The state has a Parent's Fair Share project demonstration in one county that helps unemployed noncustodial fathers find jobs and pay child support.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

None reported.

OKLAHOMA

Overview

The Governor of Oklahoma has made it a priority of his Administration to highlight the importance of fathers as providers and nurturers and the critical unique role that fathers make in the moral and character development of their children. He has also emphasized the need for responsible fatherhood in welfare reform, child support enforcement, juvenile delinquency prevention, and child abuse prevention.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The Office of Juvenile Affairs has a parental responsibility program which encourages fathers (and mothers) to financially support their children not living with them. Public announcements have been placed in newspapers, and direct service agencies, state departments, and judicial offices have been apprised of the program.

The Fatherhood Initiative (a national public affairs campaign) has come to Oklahoma through the efforts of the Oklahoma Policy Council. This is a media/print campaign to raise awareness of the critical irreplaceable role that fathers play in the lives of their children.

Oklahoma's Child Support Enforcement Division of the Department of Human Services publishes a monthly "Ten most wanted list." It also sends out thank-you letters around father's day to fathers who pay support.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Health Department staff are encouraged to pay special attention to the needs of young fathers and include them in family planning efforts statewide. The Parent Assistance Center, located in Oklahoma City,

has a program for teen fathers and runs groups on parenting for both male and female teen parents.

Strategies Intended to Enhance Fathers as Economic Providers

The Department of Human Services makes TANF welfare benefits available to two-parent families in all counties in the state and JOBS training available to unemployed low-income men. Food Stamp recipients are also referred to employment services or to JOBS.

Strategies Intended to Strengthen Fathers as Nurturers

Oklahoma has a joint-custody presumption at divorce. In one county, the District Court requires mandatory precourt mediation meetings for divorcing parents to help them understand the impact on children. Visitation by the noncustodial parent is currently linked to child support payments.

The Child Support Enforcement Division works to encourage parenting as part of securing child support from noncustodial parents. The Division is currently reviewing proposals to start a project to mediate differences in divorced families especially around visitation. The state is also reviewing the regulations in the new welfare law regarding an Access and Visitation Project to encourage mediation for fathers and mothers who are divorced.

The Oklahoma Office of Juvenile Affairs works with a statewide Association of Youth Service Agencies (41) to provide programs and training for fathers. These are intended to provide guidance in parenting and family relationships in order to prevent their children from penetrating further into the Juvenile Justice system.

Oklahoma's Corrections Department sponsors a course on parenting and family values directed primarily at male inmates.

Strategies Intended to Promote Leadership Capacity

None reported.

OREGON

Overview

Oregon has focused attention on implementing welfare reform in ways that support fathers as both economic providers and caregivers. It has also developed an innovative prevention initiative. The state uses savings from closed welfare cases to fund a public service initiative aimed at educating men on the state's laws regarding statutory rape.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Oregon uses public service announcements, an internet web page and brochures to increase public awareness about responsible fatherhood.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Oregon has developed the Students Today Aren't Ready For Sex (STARS) program which is a public/private collaboration, with leadership provided by Oregon's First Lady. The program, which targets young men and young women, is based on a program developed in Atlanta that proved to be successful there. The pilot Oregon program also resulted in evidence of program impact, and the state is now planning to request funds for statewide implementation. In addition, many of Oregon's teen pregnancy prevention initiatives include a focus on male responsibility. For example, the state includes child support responsibilities in its school-based too-early parenthood prevention curricula.

An informal effort to work with district attorneys and others around statutory rape is also underway.

In the Southern Oregon District public service announcements are being run during prime-time to educate men on the state's statutory rape laws. The state is using reinvested welfare savings from case closings to fund the effort.

Strategies Intended to Enhance Fathers as Economic Providers

The state is piloting Jobs Plus, subsidized employment for noncustodial parents. Data indicates that men who receive only Food Stamps as able-bodied adults without dependents are often noncustodial fathers who have

relationships with their children and families, but lack jobs. Therefore, the state is developing a pilot project that will provide them with a range of support services as well as jobs.

To build awareness that effective child support enforcement involves attention to multiple aspects of a father's life, the state has developed cross-training at the community level bringing together child support enforcement personnel, district attorneys, and welfare field staff.

Through the Oregon Benchmark Project, which sets state performance goals, the state tracks its progress in improved child support enforcement.

The state makes special efforts to track down and identify alleged fathers, although it reports concern that it cannot establish paternity if the father is an adolescent and will not sign a voluntary agreement.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

Oregon is reinvesting savings from welfare case closings (the state has experienced a 42 percent drop in its caseload over the past several years) in community-based prevention strategies. Local communities determine how to use the money, and some have invested in efforts linked to promoting responsible fatherhood.

PENNSYLVANIA

Overview

Most of the state's responsible fatherhood initiatives are related to welfare issues.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

As part of its child support legislative package, Pennsylvania plans to launch a child support media campaign to encourage noncustodial parents to pay due child support.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The state will seek funds under the Maternal and Child Health (MCH) grants in the new welfare law to teach abstinence education. The state also plans to continue its teen parenting education effort and other efforts offered through the Department of Education.

See below for a description of proposed interagency teams.

Strategies Intended to Enhance Fathers as Economic Providers

The state plans to eliminate the $50 pass-through rule for child support collections and will promote child support cooperation to identify noncustodial parents of Temporary Assistance for Needy Families (TANF) recipients.

Strategies Intended to Strengthen Fathers as Nurturers

Domestic violence is a good cause exemption for not participating in child support and paternity establishment under the new welfare laws.

The state also plans to apply for funding under the new federal welfare law to develop a noncustodial parents visitation program.

Strategies Intended to Promote Leadership Capacity

The state Department of Human Resources will take the lead in creating interagency teams to tackle the issues in the new welfare law collaboratively, especially the issue of preventing out-of-wedlock births.

PUERTO RICO*

Overview

Puerto Rico is trying to strengthen child support enforcement.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

Puerto Rico has been working with private banks to locate dislocated members of families (usually fathers); the primary effort is on child support enforcement but also tries to link fathers to their children for social, not financial, reasons.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

None reported.

* Puerto Rico did not respond to requests for updates. This material is from the 1996 CGPA report.

RHODE ISLAND

Overview

Rhode Island's fatherhood-related strategies focus on issues related to teen fathers, child support enforcement, and welfare-linked issues.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The state's child support enforcement (CSE) agency has distributed posters in conjunction with the state of Massachusetts and the New England Patriots football team depicting football players holding children, to emphasize that being a good father means being involved with your children.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Rhode Island is implementing a series of strategies to focus state and local attention on issues of teen pregnancy in general, and the role of young men in particular. (1) The Regional Adolescent Self-Sufficiency Collaboratives under contract with the Department of Human Resources have developed Teen Parent Programs. These programs address paternity establishment and child support, as well as facilitate effective relationships with prospective fathers. The collaboratives also provide education and training on problems of statutory rape. (2) A Town Teen Network focused on two communities with the highest teen pregnancy rates facilitates collaboration and communication between agencies serving adolescents. (3) Efforts to provide computer-based training to minority students is also seen as part of a teen-linked fatherhood agenda. (4) Pending legislation introduced in the State General Assembly, called the Teen Pregnancy Prevention Partnership Act, provides for a comprehensive statewide plan to prevent and reduce the incidence of unintended pregnancies, including the involvement of males in pregnancy prevention and sexual responsibility education programs.

Strategies Intended to Enhance Fathers as Economic Providers

The CSE agency has implemented an in-hospital paternity establishment program in all birthing hospitals in the state of Rhode Island. Hospital staff were trained on how to obtain paternity acknowledgment from fathers while the newborn is in the hospital. A short video on responsible fatherhood was made for use in the hospitals. A national pamphlet entitled, "Who is My Daddy?" will also be distributed. Implementation has begun for a process of securing voluntary acknowledgment of paternity in local CSE and Human Services offices after the child leaves the hospital.

Under the state Family Independence Act passed in May 1996, Rhode Island Family Court may refer noncustodial fathers to education and training activities.

Rhode Island also extends cash assistance to two-parent families, encouraging family solidarity and allowing referrals of males to education and training programs.

Currently, license revocation notices are being sent to fathers who fail to live up to their orders of support. Plans are being developed to send out notices to 12,000 fathers for the purpose of collecting arrears to avoid license revocation. Other endorsements such as liens, levies against real property of delinquent fathers, are scheduled for the summer of 1997.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

See teen-linked strategies described above.

SOUTH CAROLINA

Overview

The Governor has instructed the state agencies to create more family-friendly work place policies. There is also a limited public-awareness strategy as well as initiatives related to welfare issues.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

The Governor held a press conference on Father's Day weekend in 1996 promoting the virtues of fatherhood, and he has recorded public service announcements on this topic for radio and television that are being broadcasted across the state.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

The state's welfare reform law requires employment services for noncustodial fathers of children on welfare.

The state requires that all state-issued licenses of fathers who fail to pay child support be revoked.

Under its Family Independence Act, the state eliminated the "no daddy rule," which fosters the breakup of families by requiring the child to be deprived of at least one parent in order to receive benefits.

Strategies Intended to Strengthen Fathers as Nurturers

The Governor has instructed a cabinet agency to develop family-friendly work policies for state employees that allow fathers and mothers more time with their children. The plan will be unveiled in the fall, and the Governor's office hopes it will serve as a model for the private sector.

Strategies Intended to Promote Leadership Capacity

None reported.

SOUTH DAKOTA

Overview

The state's initiatives center around the implementation of the welfare law. The state will exercise its option to have noncustodial parents who are not working and not paying support work in community service jobs. The state also has outreach efforts to prevent teen pregnancy.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

Child support enforcement (CSE) staff talk to junior high students at school assemblies or in classes on the financial responsibilities of fathers. The CSE staff use young men who fathered children to carry the message.

Strategies Intended to Enhance Fathers as Economic Providers

South Dakota extends welfare benefits to low-income two-parent families and offers job-training and job-linking services to low-income, noncustodial fathers. Under the new welfare law, the state plans to operate a statewide, noncustodial parent community service program for those who are not working and are unable to pay child support.

The state has a policy that revokes driver and professional licenses of noncustodial parents who do not pay child support.

Strategies Intended to Strengthen Fathers as Nurturers

None reported.

Strategies Intended to Promote Leadership Capacity

None reported.

TENNESSEE

Overview

Tennessee is one of the few states that has personnel designated to oversee fatherhood programs in the state. The programs sponsored by the state are implemented locally.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Tennessee has a public-awareness campaign that is both statewide and community-based, funded by a combination of public and private funds. Fathers and Children Together Eliminating (F.A.C.E.) Domestic Violence program schedules events that highlight, celebrate, and honor responsible fathers and mothers. The state also has a poster campaign titled, "How would I like my family to be." Posters are displayed in local businesses and public libraries. The emphasis is on communicating the real issues fathers face, and at the same time, encouraging fathers to provide a safe environment for their children.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

Teen pregnancy initiatives have a male involvement component with an emphasis on mentoring and modeling risk-free life-styles, one-on-one, one to a family and in group outreach. Programs also include a peer support component focusing on morals and values.

Strategies Intended to Enhance Fathers as Economic Providers

Welfare assistance is available to two parent families.

The state of Tennessee has a Parents' Fair Share (PFS) pilot program in Memphis offering job training and other PFS services to low-income noncustodial fathers.

Strategies Intended to Strengthen Fathers as Nurturers

The state contracts with the Institute for Responsible Fatherhood to administer a pilot project in Nashville that seeks to turn "deadbeat dads" into "heartbeat dads." It relies on workers who move into the target communities with their families to provide peer-support to the fathers, and to convey the sense that they understand the problems the fathers face.

Strategies Intended to Promote Leadership Capacity

The state has a designated staff solely responsible for fatherhood initiatives.

TEXAS

Overview

Texas has the Governor's leadership in addressing the issue of responsible fatherhood. Texas' initiatives strongly encourage fathers to assume their financial responsibilities for their children whether or not they are in new families. The state also assumes (unless contested) joint custody in all divorce cases.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Governor has urged more strict enforcement of the state's statutory rape laws. The Governor intends to relay the message to adult males that having sexual relations with young girls is unacceptable and that such actions will incur severe penalties.

Strategies Intended to Enhance Fathers as Economic Providers

In 1995, the legislature passed, and the Governor signed, a welfare reform package that included initiatives aimed at promoting responsible fatherhood in Texas. The new legislation increases child support enforcement activities in three ways: (1) state-issued professional, recreational, and driver licenses will be revoked for individuals who are delinquent by more than 90 days in court-ordered child support payments; (2) new couples who apply for marriage licenses are required to sign an affidavit averring that neither person currently owes back-payments of child support; and

(3) the legislation makes it easier for welfare mothers to obtain child support orders from the courts.

The new legislation attempts to increase paternity establishment in Texas by requiring welfare recipients to sign a personal responsibility agreement with the state which, among other things, requires that the recipient establish the paternity of every child covered by AFDC. A reduction in, or the eventual loss of, benefits are possible results of noncompliance.

The state's welfare demonstration waiver lifted the restriction that bars benefits to two-parent families in which one parent works in excess of 30 hours a week. Benefits are now provided based on the family's financial need. The state is considering continuing this practice under the new welfare law.

Strategies Intended to Strengthen Fathers as Nurturers

Texas has changed its family code to provide that in custody cases, the court will presume that the interests of the child are best served when both parents equally share legal and financial responsibility for the child, unless one parent can offer evidence to counter this presumption.

Strategies Intended to Promote Leadership Capacity

None reported.

UTAH*

Overview

Utah focuses on building family relations in its fatherhood initiatives. It mandates that couples seeking divorce, with or without children, receive mediation services and encourages divorced couples to follow set visitation schedules for the children.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

"Family Matters," a publication which emphasizes the importance of fatherhood, was produced by the Utah Department of Human Services (DHS) in conjunction with a local supermarket chain and television station. So far, the television station has produced two specials on the subject.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

None reported.

Strategies Intended to Strengthen Fathers as Nurturers

Since 1995, all couples requesting a divorce in the state of Utah are required to receive mediation, even in cases where there are no children, prior to granting a divorce.

As part of child support legislation enacted in 1995, driver licenses may be suspended for custodial parents (usually mothers) who do not allow the noncustodial parent to follow the visitation schedule that has been established by the court.

Strategies Intended to Promote Leadership Capacity

None reported.

* The state did not respond to requests for updates. This material is from the 1996 CCPA report.

VERMONT

Overview

Vermont has multiple programs and policies that promote responsible fatherhood. The state partners with local agencies to provide some of the programs. The state is continuing some policies related to responsible fatherhood started as welfare demonstrations under the new federal welfare law.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Public awareness strategies are being developed by the Office of Child Support.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The state uses its funds to help local programs establish father-centered programs such as the DOLLS program where boys and girls carry baby dolls for a week to get

an idea of the responsibilities involved in caring for a child.

Strategies Intended to Enhance Fathers as Economic Providers

The state makes welfare benefits available to two-parent families. In addition, under its welfare demonstration project, Reach Up, Vermont provided individualized family development plans focused on setting goals, determining necessary supports, and case management for individuals and couples. The goal was to promote family independence from welfare. As a part of the initiative, job training and job linkage was made available to both noncustodial fathers and fathers in two-parent families. The state plans to continue such initiatives as options under the new welfare law.

Vermont reports a state Earned Income Tax Credit (EITC) for low-income families.

The state has an in-hospital paternity establishment effort sponsored by the Office of Child Support.

Strategies Intended to Strengthen Fathers as Nurturers

The state Department of Corrections and North East Kingdom Community Action, Inc. (NEKCA) provide a playgroup for incarcerated men and their children. The playgroup was established to provide quality time for fathers and their children. The playgroup also includes the mothers (or grandparents) of the children so that the fathers can build better family relationships as well. In order to participate in the playgroup, men must agree to focus their attention on the children, be involved with the child for the full duration of the playgroup time, and put aside their differences with the child's mother to better meet the needs of the child. The group lasts for two hours per week for up to eight weeks.

Counseling is available to divorcing couples to help them understand the impact of divorce on children.

The DADS program in one county provides comprehensive services to both custodial and noncustodial fathers. These include personalized attention, education, job training, counseling, and group work in addition to child development and parenting education. All of the men participate in a weekly fathers and children playgroup and many also assist in the child care rooms.

Strategies Intended to Promote Leadership Capacity

None reported.

VIRGINIA

Overview

The Governor's Commission on Citizen Empowerment has initiated the Virginia Fatherhood Campaign which aims to involve fathers with their children and families, keep fathers involved even after separation or divorce, and improve the fathering skills of all fathers. The campaign involves media, forums, and mini-grants.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Phase 1 of the Governor's Empowerment Commission's recommendations concerning ways to encourage personal responsibility and reduce dependency was a media campaign, with different PSAs running throughout the summer of 1996, to increase public awareness on the issue of responsible fatherhood. The Governor kicked off with a May 31, 1996 press conference. Phase 2 is a series of four fatherhood forums in different communities. In fiscal year 1997, an additional $200,000 has been allocated to complete Phase 3 and to follow up on the media and forum activities. The National Fatherhood Initiative has been retained to undertake the media campaign and to provide information and referral services to Virginia through their resource center (1-800-790-DADS). Fiscal year 1998 funding will be contingent upon a program evaluation. Brochures are available on the entire campaign.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

Job training is available to low-income, noncustodial fathers.

Strategies Intended to Strengthen Fathers as Nurturers

The state distributes brochures extoling a father-friend-

ly community and workplace.

Strategies Intended to Promote Leadership Capacity

The Governor's Empowerment Commission has recommended that $100,000 be used for seed grants to encourage specific positive fatherhood and parenting ideas coming from individuals and communities. This mini-grant initiative is Phase 3 of the commission's recommendations. So far, 24 seed grants, ranging from $3,000 to $7,500 have been distributed to local programs encouraging responsible fatherhood.

Eight Regional Forums have been held to keep regional leaders informed about issues related to fatherhood and encourage public and private efforts.

WASHINGTON

Overview

Washington exercises some of its options in the new welfare law including suspension of driver licenses, providing benefits to two parent families, and providing some job search assistance linked with ability to pay child support.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

Welfare benefits are available to low-income, two-parent families.

Effective July 1997, Washington will revoke the driver and professional licenses of noncustodial parents who do not pay child support.

The Division of Child Support (DCS) offices in three cities, with the Employment Security Department (ESD), will negotiate to temporarily lower the support (or arrears payment) for noncustodial parents reporting inability to pay child support due to job status (unemployed, temporary or part-time, low-wage) if the noncustodial parent agrees to a referral for ESD job search programs and follows through with ESD requirements.

Strategies Intended to Strengthen Fathers as Nurturers

A pilot program is under development in one county involving the health department, Community Action, etc., to teach noncustodial parents "parenting skills," and to provide them with job search assistance.

Strategies Intended to Promote Leadership Capacity

None reported.

WEST VIRGINIA

Overview

West Virginia has developed a public awareness effort, the Parenthood and You (PAY) campaign, aimed at reaching middle and high school students. In addition, there is an effort to develop a program approach to building peer supports for noncustodial fathers interested in better relationships with their children.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

West Virginia reports two strategies to promote public awareness; the PAY campaign targeted to middle and high school students, and a four-part TV series focused on the realities of single parenthood (including divorced and unwed parents). The series will address not only the unique challenges of single parenthood, but also what helps parents to provide the love, discipline, emotional support, and direction their children need, regardless of whether the father is in the home.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Child Support Enforcement Division (CSED) has developed a campaign that includes the PAY curriculum to inform middle and high school students about the legal and financial ramifications of parenthood. Discussions are led by staff from the CSED and include information about welfare reform, as well as facts and figures about too-early parenthood. Each session begins

with a video entitled "What kind of parent will you be? Think about it." The goal is to help students make wiser choices.

Strategies Intended to Enhance Fathers as Economic Providers

West Virginia revokes the driver and professional licenses of fathers who do not pay child support.

Strategies Intended to Strengthen Fathers as Nurturers

The CSED of West Virginia has developed a collaborative project with the YMCA targeted to noncustodial parents. The aim is to help parents build better relationships with their children by developing support groups for parents to help them improve their skills as well as connect them with necessary resources.

Strategies Intended to Promote Leadership Capacity

None reported.

WISCONSIN

Overview

Wisconsin has emphasized ensuring that fathers have access to jobs in its father-related strategies, using both a "carrot" and a "stick" approach.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

Wisconsin continues child support public-awareness campaigns to publicly identify those who are delinquent and to create an atmosphere in which nonpayment of child support is not tolerated.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

None reported.

Strategies Intended to Enhance Fathers as Economic Providers

The "Children First" program which was originally included in Governor Thompson's Welfare Reform Act of 1987, was enacted in 1988. It has now expanded to cover 32 counties in Wisconsin. The goal of Children First is to encourage and enable noncustodial parents to meet their support obligations by providing work experience, other job training services, and case management in order to ensure that noncustodial parents attend job training, pay child support, or face jail sentences. The key elements involved in the program are: (1) the court orders the noncustodial parent into the program; (2) a case manager performs an assessment, job training placement, and monitoring; and (3) the noncustodial parent must pay child support for a minimum of three consecutive months or complete up to 16 weeks of job training. The program is funded through state and federal dollars, with each county being reimbursed $200 per client.

Strategies Intended to Strengthen Fathers as Nurturers

Divorcing couples who are unable to resolve child custody issues are referred to the county family court mediation program.

Strategies Intended to Promote Leadership Capacity*

None reported.

* Several years ago, the Governor proposed a $500,000 grants program to organizations working with children to connect fathers with children. The aim was to focus on children who have no adult male role model available, as well as fathers who are appropriate for establishing a parent-child relationship (if the custodial parent agrees to the relationship). The goals were to reduce child abuse and juvenile crime, and increase child support payments. The legislation failed and has not been pursued.

WYOMING

Overview

The state of Wyoming exercises some of its options in the new welfare law including suspension of driver licenses, providing benefits to two-parent families and offering training to men to help them find jobs.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

None reported.

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

The Best Beginnings program is sponsored by a Family Preservation grant.

The Healthy Infant Capable Adolescent program is sponsored by a Children's Trust Fund grant.

Strategies Intended to Enhance Fathers as Economic Providers

Welfare benefits are available to working, two-parent families.

Wyoming revokes the professional and driver licenses of noncustodial parents who do not pay child support.

The state provides JOBS training to low-income men to help them to become employable.

The state of Wyoming has special paternity establishment strategies.

Strategies Intended to Strengthen Fathers as Nurturers

The state encourages fatherhood-promoting work policies.

Strategies Intended to Promote Leadership Capacity

None reported.

APPENDIX A

STATE POLICY CHECKLIST
(Please attach supporting documentation)

State: _____

Contact Name: _____

1. Public-Awareness Initiatives (media campaigns)

[ ] no effort reported

[ ] state-wide or [ ] community- or county-based

[ ] state-funded or [ ] funded by public/private partnership or [ ] combination state/private

examples:

[ ] using a sport team to promote responsible fatherhood

[ ] public service announcements

[ ] poster campaign

[ ] other

description:

_____

_____

_____

_____

2. Initiatives that Build State and Local Leadership Capacity (innovative strategies)

[ ] no effort reported

examples:

[ ] a designated staff solely responsible for promoting fatherhood initiatives

[ ] a cross-agency planning council to coordinate all fatherhood efforts

[ ] a state commission on fathers

[ ] mini-grants to innovative programs

[ ] other

description:

_____

_____

_____

_____

3. Preventing Unwanted or Too-Early Fatherhood (promoting responsible sexuality)

[ ] no effort reported

examples:

[ ] male involvement component of (teen or young adult) pregnancy prevention initiatives

[ ] prerelease program for incarcerated males teaching pregnancy prevention

[ ] other

description:

_____

_____

_____

_____

4. Promoting/Strengthening Economic Responsibility of Fathers

[ ] no effort reported

examples: (many of these are linked to welfare reform and child support payments)

- [ ] welfare benefits available to low-income, two-parent families
- [ ] job training/job linkage for low-income, noncustodial fathers
- [ ] welfare law takes away driver and professional licenses of men who do not pay support
- [ ] state minimum wage (higher than federal)
- [ ] state has a Parents' Fair Share Project
- [ ] state provides JOBS training to low-income men to get them employed
- [ ] state income tax has Earned Income Tax Credits for low-income families
- [ ] other

description:

5. Strengthening Family Relations (encouraging positive father involvement with children)

[ ] no effort reported

- [ ] state has joint custody presumption at divorce
- [ ] visitation linked to child support (with appropriate protections)
- [ ] efforts (such as mandatory counseling) to help divorcing families consider child impacts
- [ ] state funds used to help local programs establish father support initiatives
- [ ] special paternity establishment strategies
- [ ] state supports prerelease family-centered programs for incarcerated men on
  - [ ] sexual education
  - [ ] family planning
  - [ ] child rearing
  - [ ] other
  - [ ] no effort planned
- [ ] state encourages fatherhood promoting work policies
  - [ ] state law extends family and medical leave beyond federal guidelines
  - [ ] state gives tax incentives to businesses that promote flexible home schedules (such as telecommuting)
  - [ ] other

description:

6. Other

- [ ] state plans to evaluate or has evaluated fatherhood-related initiatives
- [ ] state has earmarked funds for fatherhood initiatives
- [ ] state has no-fault divorce law
- [ ] initiatives for fathers with special challenges
  - [ ] teen fathers
  - [ ] fathers of disabled children
  - [ ] incarcerated fathers (see Board Report)

description:

APPENDIX B

STATE-BY-STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

State	Public Awareness	Unwanted Fatherhood	Economic Providers	Nurturers	Leadership Capacity
Alabama	[1]D	2	1, 2, 4	NRep	5
Alaska	[1]U	1	1, 2, 6	3	NRep
Arizona	[1]S	2	4	[1]d	2
Arkansas	[1]U	NRep	5	4, 5	NRep
California	[1]D	1, 4, 6, 7	NRep	3, 6	NRep
Colorado	[1]S	NRep	NRep	( ) (6)	1, 2, (3)
Connecticut	[1]D	4	1, 3, 6	2, <2>	NRep
Delaware	NRep	1, 4	1, 2, 5	5	NRep
District of Columbia	NRep	6	2, 4	NRep	( ) (4)
Florida	NRep	4	1, 3, (4)	4	2, 4
Georgia	[1]D, 2	1, 5	1, <3>, 3, 4	( ) ([1]v)	NRep
Hawaii	[1]T	2, 3, 7	1, 4	[1]v, 4	(2), 3
Idaho	[1]T	1	2	6	NRep
Illinois	[1]D	1	1, 2, 3, 4, 5, (6)	2, 5	NRep
Indiana	[1]S D, 2	5	NRep	4	4
Iowa	[1]D, 2	( ) (2)	(3), <3>, 4, 6	[1]d(v), 6	2
Kansas	[1]W	NRep	2, 4	[1]d(v)	NRep
Kentucky	[1]DT	1, 2, 3, 5, (6)	2, 3, 4, 6	( ) ([1]v)	NRep
Louisiana*	[1]D	5, 7	NRep	2	NRep
Maine	NRep	7	1, 2, 3, 4	([1]v), 6	NRep
Maryland	[1]D, 2, 3	1	1, 2, <3>, 4, 6	5	1, 3
Massachusetts	[1]S	<2>, 4	4	6	2, 5
Michigan	[1]DS	2, 6	2, 4	[1]dv	2
Minnesota	NRep	2, 3, 5	3	4	3, 4
Mississippi	[1]W	NRep	2, 4	NRep	NRep
Missouri	[1]DU	1, 7	( ) (2), <3>, <4>	[1]d, 5, 6	2, 3
Montana	[1]U	NRep	1, 2, 3, 4	[1]d, 6	NRep
Nebraska*	NRep	NRep	4	NRep	NRep
Nevada	( ) ([1]T)	<1>, (2), 6, 7	NRep	2	NRep
New Hampshire	[1]D	2	2, <3>, 4	<, > <[1]d>	NRep
New Jersey	3	3	1, 2, 3, <3>, 4, 6, (6)	[1]d, 5, 6	4
New Mexico	[1]DT	1, 6, 7	1, 2, 4, 6	[1]d, 6	(2), 4
New York	[1]SW	<, > <1>	(1), 2, 4	NRep	NRep
North Carolina	([1]S), 2	1	1, 3, 4, 6	NRep	2
North Dakota*	NRep	6	2, 4	NRep	NRep
Ohio	NRep	7	1, <3>, 6	NRep	NRep
Oklahoma	[1]D, W	<1>, 7	1, 3	<[1]d>, [1]v, 4, 5, 6	NRep

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APPENDIX B

STATE-BY-STATE INITIATIVES TO ENCOURAGE RESPONSIBLE FATHERHOOD

State	Public Awareness		Unwanted Fatherhood		Economic Providers		Nurturers		Leadership Capacity	
Oregon	,	1U	,	<2>, 4	,	<3>, 4, 5	NRep		,	4
Pennsylvania	(,)	(1U)	(,)	(2)	(,)	(5)	,	(1V), 6	(,)	(2)
Puerto Rico*	NRep		NRep		,	5	NRep		NRep	
Rhode Island	,	1S	,	3, 5, <6>, 6	,	1, 2, 3, 4	NRep		NRep	
South Carolina	,	2	NRep		,	1, 2, 3	(,)	(3)	NRep	
South Dakota	NRep		,	2	,	1, 2, 3, (3)	NRep		NRep	
Tennessee	,	3	,	1	,	1, <3>	<, >	<4>	,	1
Texas	NRep		,	4	,	1, 2, 4, 6	,	6	NRep	
Utah*	,	1U	NRep		NRep		,	1d, 6	NRep	
Vermont	(,)	(1U)	,	1	,	1, 4, 6	,	1d, <4>, 5	NRep	
Virginia	,	1U, 2	NRep		,	3	,	3	,	3, 4
Washington	NRep		NRep		,	1, 2, 3	<, >	<2>	NRep	
West Virginia	,	1T◊, 3	,	2	,	2	<, >	<4>	NRep	
Wisconsin	,	1W	NRep		,	3	,	1d	NRep	
Wyoming	NRep		,	5	,	1, 2, 3, 4	,	3	NRep	

NOTE: If a state reports using multiple approaches in the same subcategory (e.g., implementing two different community-based program models), the subcategory code will appear only once in the chart above. All approaches are described in Chapters 4 and 5.

, Activity Reported
NRep None Reported
( ) Planned
< > Pilot
* These states responded only to the 1996 CGPA survey, and did not respond to NCCP's requests for updates.

Strategies Intended to Promote Public Awareness About Responsible Fatherhood

1 Public service announcements, posters, press conferences, internet, single publication
- D Promoting involvement, thanking fathers
- S Sports teams
- T Teens
- W e.g., Most Wanted, etc.
- U Unspecified
- ◊ Linked (Campaign integrated with program strategy, community mobilization efforts, or comprehensive statewide approach.)

2 Conferences, summits, public forums
3 Other (e.g., Community bulletin boards, violence prevention campaigns)

Strategies Intended to Prevent Unwanted or Too-Early Fatherhood

1 Community-based programs
2 School-linked curricula
3 School-linked services
4 Statutory rape
5 Parenting education, mentors
6 Community mobilization or state strategic plan
7 Other (e.g., program for incarcerated teens, education policy, videos, putative father registry)

Strategies Intended to Enhance Fathers as Economic Providers

1 Benefits to two-parent families
2 License revocation
3 Employment related
4 Paternity establishment
5 Improve child support enforcement
6 Other (e.g., state Earned Income Tax Credit, minimum wage higher than federal requirements)

Strategies Intended to Strengthen Fathers as Nurturers

1 Service/education strategies related to divorce
- d Counseling, mediation, or parent education
- v Visitation

2 Explicit parenting component to job training for low-income fathers
3 Father-friendly work environment
4 Parenting education/support for fathers
5 Meeting needs of incarcerated fathers
6 Other (e.g., no-fault divorce laws, family support network, joint custody assumption at divorce)

Strategies Intended to Promote Leadership Capacity

1 State-level leadership, designated individual
2 Coordinating interagency body, commission, or task force
3 Community mobilization strategy
4 Mini-grants
5 Other (e.g., Father and Family Practitioner Network)

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APPENDIX C

TABLE 1: FATHERS AND FAMILIES

Number and percentage of mother-headed, father-headed, and two-parent families with children under 18 living at home, 1991–1995, by state

State	Mother-headed (1) Number	%	Father-headed (2) Number	%	% father-headed among all single-parent families	Two-parent Number	%	All families
USA	**9,302,049**	**25.8**	**1,539,148**	**4.3**	**14.2**	**25,218,460**	**69.9**	**36,059,657**
Alabama	172,819	28.4	21,125	3.5	10.9	414,299	68.1	608,243
Alaska	18,669	21.1	6,037	6.8	24.4	63,666	72.0	88,372
Arizona	136,806	26.4	23,244	4.5	14.5	358,104	69.1	518,154
Arkansas	75,003	21.9	12,851	3.7	14.6	255,218	74.4	343,072
California	1,127,179	25.4	245,924	5.5	17.9	3,062,106	69.0	4,435,209
Colorado	113,691	22.2	22,508	4.4	16.5	374,956	73.4	511,155
Connecticut	101,741	23.6	18,535	4.3	15.4	311,426	72.1	431,702
Delaware	27,479	28.6	3,946	4.1	12.6	64,745	67.3	96,170
District of Columbia	38,025	56.8	3,699	5.5	8.9	25,270	37.7	66,994
Florida	518,806	29.3	76,146	4.3	12.8	1,175,586	66.4	1,770,538
Georgia	294,110	29.9	27,683	2.8	8.6	663,021	67.3	984,814
Hawaii	34,192	20.8	9,761	5.9	22.2	120,436	73.3	164,389
Idaho	27,446	17.4	7,156	4.5	20.7	122,904	78.0	157,506
Illinois	486,697	29.2	60,678	3.6	11.1	1,120,158	67.2	1,667,533
Indiana	253,288	29.0	51,447	5.9	16.9	567,747	65.1	872,482
Iowa	70,367	18.4	11,216	2.9	13.7	301,430	78.7	383,013
Kansas	78,502	21.4	16,265	4.4	17.2	272,267	74.2	367,034
Kentucky	146,005	26.4	17,657	3.2	10.8	389,863	70.4	553,525
Louisiana	220,766	33.4	28,097	4.3	11.3	411,708	62.3	660,571
Maine	40,306	22.7	8,214	4.6	16.9	129,074	72.7	177,594
Maryland	212,804	30.5	29,923	4.3	12.3	455,963	65.3	698,690
Massachusetts	199,025	26.3	21,569	2.8	9.8	536,586	70.9	757,180
Michigan	358,184	27.4	61,320	4.7	14.6	887,203	67.9	1,306,707
Minnesota	136,247	22.7	27,186	4.5	16.6	436,173	72.7	599,606
Mississippi	150,713	35.7	14,512	3.4	8.8	256,467	60.8	421,692
Missouri	203,377	28.1	25,014	3.5	11.0	495,008	68.4	723,399
Montana	22,490	19.0	5,487	4.6	19.6	90,169	76.3	118,146
Nebraska	35,812	15.8	7,859	3.5	18.0	183,264	80.8	226,935
Nevada	45,624	25.2	12,029	6.7	20.9	123,067	68.1	180,720
New Hampshire	31,922	20.5	8,083	5.2	20.2	115,419	74.3	155,424
New Jersey	251,899	23.8	35,452	3.4	12.3	769,947	72.8	1,057,298
New Mexico	59,732	24.8	15,593	6.5	20.7	165,550	68.7	240,875
New York	695,005	28.6	93,866	3.9	11.9	1,643,936	67.6	2,432,807
North Carolina	256,243	27.2	40,369	4.3	13.6	644,273	68.5	940,885
North Dakota	13,866	15.5	3,521	3.9	20.3	71,969	80.5	89,356
Ohio	368,880	23.8	61,036	3.9	14.2	1,121,876	72.3	1,551,792
Oklahoma	108,103	23.4	20,702	4.5	16.1	332,199	72.1	461,004
Oregon	97,173	23.1	21,215	5.0	17.9	302,883	71.9	421,271
Pennsylvania	371,480	23.4	62,112	3.9	14.3	1,156,855	72.7	1,590,447
Rhode Island	32,613	26.7	4,381	3.6	11.8	85,125	69.7	122,119
South Carolina	138,891	26.4	21,404	4.1	13.4	365,433	69.5	525,728
South Dakota	18,395	18.2	5,360	5.3	22.6	77,451	76.5	101,206
Tennessee	215,352	29.0	22,202	3.0	9.3	503,821	68.0	741,375
Texas	649,696	24.2	95,638	3.6	12.8	1,941,279	72.3	2,686,613
Utah	36,122	13.4	9,605	3.6	21.0	223,158	83.0	268,885
Vermont	13,820	16.3	4,519	5.3	24.6	66,577	78.4	84,916
Virginia	211,913	23.0	44,202	4.8	17.3	666,241	72.2	922,356
Washington	150,074	20.4	43,458	5.9	22.5	542,474	73.7	736,006
West Virginia	59,998	23.0	9,697	3.7	13.9	190,734	73.2	260,429
Wisconsin	160,112	22.8	36,188	5.1	18.4	507,020	72.1	703,320
Wyoming	14,587	19.6	3,457	4.6	19.2	56,356	75.7	74,400

(1) No father present. (2) No mother present.

Source: National Center for Children in Poverty, Columbia School of Public Health. Based on data from the March Current Population Surveys, 1991–1995, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

APPENDIX C

TABLE 2: MOTHERS AND FAMILIES

Number and percentage of unmarried mothers, unmarried teen mothers, and all mothers with children under 18 living at home, and divorce rate, by state

State	Unmarried mothers (1991–95)(1) Number	%	Unmarried teen mothers (1991–95)(1) Number	%	All mothers (1) (1991–95)	Divorce rate (per 1,000) (1994) (2)
USA	**8,965,127**	**26.0**	**404,116**	**1.2**	**34,520,510**	**4.6**
Alabama	171,447	29.2	7,114	1.2	587,119	6.2
Alaska	17,619	21.4	348	0.4	82,336	5.5
Arizona	131,173	26.5	6,179	1.2	494,909	5.8
Arkansas	73,305	22.2	2,825	0.9	330,221	7.1
California	1,057,168	25.2	50,383	1.2	4,189,284	N/A
Colorado	106,399	21.8	7,112	1.5	488,646	5.1
Connecticut	94,411	22.9	2,510	0.6	413,167	2.8
Delaware	26,876	29.1	1,082	1.2	92,224	4.8
District of Columbia	37,386	59.1	2,140	3.4	63,295	3.9
Florida	497,330	29.4	21,113	1.2	1,694,393	5.9
Georgia	286,503	29.9	13,209	1.4	957,131	5.2
Hawaii	32,830	21.2	757	0.5	154,628	4.2
Idaho	26,334	17.5	1,263	0.8	150,350	6.2
Illinois	475,123	29.6	22,604	1.4	1,606,855	3.7
Indiana	249,947	30.4	19,753	2.4	821,035	N/A
Iowa	69,338	18.6	3,989	1.1	371,797	3.9
Kansas	77,649	22.1	2,683	0.8	350,769	4.7
Kentucky	141,632	26.4	2,909	0.5	535,867	5.8
Louisiana	218,850	34.6	9,777	1.5	632,475	N/A
Maine	38,576	22.8	1,211	0.7	169,380	4.4
Maryland	204,546	30.6	11,187	1.7	668,767	3.5
Massachusetts	191,744	26.1	6,686	0.9	735,611	2.4
Michigan	348,652	28.0	12,241	1.0	1,245,386	4.1
Minnesota	133,317	23.3	8,751	1.5	572,420	3.6
Mississippi	147,361	36.2	12,557	3.1	407,180	5.7
Missouri	199,084	28.5	10,285	1.5	698,385	5.0
Montana	21,754	19.3	1,164	1.0	112,659	4.9
Nebraska	34,120	15.6	1,223	0.6	219,076	4.0
Nevada	43,978	26.1	1,819	1.1	168,690	9.0
New Hampshire	29,964	20.3	1,383	0.9	147,342	4.4
New Jersey	244,939	24.0	7,621	0.7	1,021,846	3.0
New Mexico	55,927	24.8	4,391	1.9	225,283	6.0
New York	652,470	27.9	20,504	0.9	2,338,941	3.3
North Carolina	247,593	27.5	14,033	1.6	900,516	5.1
North Dakota	12,827	14.9	938	1.1	85,836	3.4
Ohio	360,745	24.2	10,950	0.7	1,490,756	4.5
Oklahoma	103,223	23.4	4,836	1.1	440,303	6.7
Oregon	93,411	23.3	4,689	1.2	400,056	5.3
Pennsylvania	363,288	23.8	16,481	1.1	1,528,334	3.3
Rhode Island	30,954	26.3	1,386	1.2	117,739	3.2
South Carolina	132,395	26.3	7,777	1.5	504,324	4.2
South Dakota	18,038	18.8	591	0.6	95,846	4.2
Tennessee	209,928	29.2	7,425	1.0	719,173	6.6
Texas	627,424	24.2	35,377	1.4	2,590,975	5.4
Utah	33,907	13.1	2,716	1.0	259,281	4.7
Vermont	12,413	15.4	194	0.2	80,397	4.0
Virginia	204,893	23.3	3,712	0.4	878,154	4.6
Washington	146,485	21.2	4,656	0.7	692,547	5.6
West Virginia	58,628	23.4	1,458	0.6	250,731	5.0
Wisconsin	157,527	23.6	7,405	1.1	667,133	3.4
Wyoming	13,696	19.3	719	1.0	70,942	6.5

(1) From National Center for Children in Poverty, Columbia School of Public Health. Based on data from the March Current Population Surveys, 1991–1995, U.S. Bureau of the Census.
(2) From Monthly Vital Statistics Report, Vol. 43, No. 13, 1995, U.S. Department of Health and Human Services. The divorce rate is calculated as the number of divorces divided by the total population in specified areas. It does not account for differences in the base population with respect to age and marital status.
Information on Puerto Rico was not included in the March Current Population Surveys.

Appendix C

Table 3: Fathers and Work

Percentage of children under 18 in families whose resident father is unemployed and percentage of children under 18 by resident father's working status and father's median annual income, by state

State	Unemployment rate (%) (1991-1995)	Of all with working fathers (1990-1994)		
		% with full-time year-round working fathers	% with part-time working fathers	Annual income ($)
USA	**5.2**	**82.1**	**17.9**	**28,364**
Alabama	4.4	83.3	16.7	27,000
Alaska	8.4	73.2	26.8	33,651
Arizona	3.8	79.1	20.9	26,000
Arkansas	5.7	82.0	18.0	21,000
California	7.7	77.4	22.6	26,300
Colorado	4.9	84.7	15.3	31,000
Connecticut	5.7	86.9	13.1	40,000
Delaware	4.6	86.5	13.5	30,000
District of Columbia	3.5	84.9	15.1	22,000
Florida	3.8	80.8	19.2	25,000
Georgia	3.5	85.1	14.9	27,000
Hawaii	2.6	88.6	11.4	27,001
Idaho	5.8	76.1	23.9	25,000
Illinois	5.4	84.0	16.0	32,000
Indiana	3.2	84.1	15.9	26,819
Iowa	3.3	87.4	12.6	27,000
Kansas	3.5	88.1	11.9	28,900
Kentucky	7.7	79.7	20.3	25,000
Louisiana	4.9	81.7	18.3	25,000
Maine	6.9	81.6	18.4	26,000
Maryland	2.8	85.0	15.0	34,000
Massachusetts	6.3	83.6	16.4	36,000
Michigan	6.7	80.6	19.4	32,000
Minnesota	4.9	81.0	19.0	29,000
Mississippi	3.9	82.2	17.8	21,000
Missouri	5.1	82.9	17.1	25,000
Montana	6.1	79.3	20.7	24,000
Nebraska	1.8	88.4	11.6	26,000
Nevada	4.6	79.2	20.8	30,000
New Hampshire	8.2	80.3	19.7	32,400
New Jersey	5.4	84.9	15.1	40,000
New Mexico	7.0	80.6	19.4	22,000
New York	5.6	83.4	16.6	30,000
North Carolina	3.5	83.4	16.6	25,000
North Dakota	4.4	85.4	14.6	25,495
Ohio	5.3	83.5	16.5	30,000
Oklahoma	5.0	81.2	18.8	24,700
Oregon	6.0	77.2	22.8	27,819
Pennsylvania	5.5	83.9	16.1	30,190
Rhode Island	8.0	78.4	21.6	26,000
South Carolina	4.7	84.6	15.4	25,000
South Dakota	2.3	87.6	12.4	22,900
Tennessee	5.8	80.6	19.4	25,000
Texas	3.9	81.1	18.9	24,000
Utah	1.9	86.3	13.7	30,246
Vermont	6.9	80.4	19.6	28,000
Virginia	3.9	85.4	14.6	31,000
Washington	6.5	76.8	23.2	32,000
West Virginia	9.1	75.2	24.8	21,500
Wisconsin	4.8	84.2	15.8	30,000
Wyoming	2.6	86.3	13.7	30,000

Source: National Center for Children in Poverty, Columbia School of Public Health. Based on data from the March Current Population Surveys, 1991-1995, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

APPENDIX C

TABLE 4: FATHERS AND SCHOOLING

Percentage of children under 18 by father's or mother's education, 1991–1995, by state

	Father's Education		Mother's Education	
	Less than high school	High School graduate	Less than high school	High school graduate
USA	**14.8**	**33.4**	**17.3**	**37.3**
Alabama	14.3	38.0	18.0	41.4
Alaska	7.4	31.3	7.8	36.6
Arizona	18.4	26.8	20.2	30.8
Arkansas	14.1	44.6	14.6	47.7
California	26.9	24.3	29.8	28.2
Colorado	9.2	24.8	9.9	32.0
Connecticut	7.2	32.9	9.4	34.8
Delaware	9.2	40.6	9.5	39.2
District of Columbia	27.8	24.7	32.7	30.8
Florida	13.7	32.1	17.7	38.5
Georgia	16.1	32.0	21.3	39.6
Hawaii	8.7	31.1	10.4	39.6
Idaho	12.3	29.6	12.4	36.6
Illinois	13.8	30.5	17.1	36.2
Indiana	13.2	46.3	14.0	50.7
Iowa	8.0	40.3	7.3	42.9
Kansas	7.8	33.1	7.6	34.2
Kentucky	17.1	41.7	18.3	41.1
Louisiana	17.6	36.3	22.1	38.5
Maine	10.7	42.6	9.0	43.4
Maryland	9.5	34.1	14.0	34.3
Massachusetts	8.2	29.3	12.3	33.5
Michigan	10.8	35.0	13.6	39.0
Minnesota	7.4	37.1	7.2	39.9
Mississippi	19.7	34.1	19.7	40.0
Missouri	10.2	42.0	13.3	40.8
Montana	7.3	36.5	10.4	35.0
Nebraska	4.5	36.6	4.0	41.5
Nevada	13.9	34.7	17.4	37.4
New Hampshire	6.5	32.1	9.6	36.3
New Jersey	8.5	32.0	12.1	37.6
New Mexico	18.4	34.0	20.5	36.1
New York	14.1	34.2	17.9	36.7
North Carolina	17.2	32.4	17.0	37.1
North Dakota	7.9	27.9	5.4	32.1
Ohio	8.4	43.7	13.9	44.4
Oklahoma	13.4	36.3	14.0	40.8
Oregon	9.7	32.5	13.9	35.2
Pennsylvania	10.4	41.8	11.5	48.3
Rhode Island	18.7	30.5	19.5	34.9
South Carolina	17.8	37.9	17.5	45.7
South Dakota	8.5	38.7	8.0	36.4
Tennessee	20.5	37.5	19.6	41.6
Texas	23.5	28.8	25.4	33.0
Utah	4.9	25.1	5.8	34.8
Vermont	9.0	34.2	6.2	41.3
Virginia	13.5	31.8	13.5	35.8
Washington	6.6	31.2	8.3	34.9
West Virginia	20.4	49.4	21.7	47.4
Wisconsin	7.4	36.4	10.6	38.6
Wyoming	4.5	39.2	7.4	39.9

Source: National Center for Children in Poverty, Columbia School of Public Health. Based on data from the March Current Population Surveys, 1991–1995, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

APPENDIX C

TABLE 5: FATHERS, FAMILIES, AND POVERTY

Poverty rates for children under 18 by family structure and for children under 18 in two-parent families in which the father works full-time, 1990–1994, by state

State	Family Structure		In two-parent families with a full-time working father*
	In single-parent families	In two-parent families	
USA	**48.4**	**10.6**	**5.1**
Alabama	54.3	8.5	5.4
Alaska	27.5	8.7	2.8
Arizona	51.4	10.9	6.2
Arkansas	57.0	10.6	5.3
California	47.5	15.5	7.8
Colorado	40.2	8.6	4.0
Connecticut	51.8	2.7	1.2
Delaware	30.9	2.3	1.3
District of Columbia	54.0	12.2	3.7
Florida	49.2	12.1	6.7
Georgia	53.1	10.2	5.6
Hawaii	33.9	11.8	6.5
Idaho	45.7	12.9	7.1
Illinois	50.5	7.9	4.0
Indiana	42.0	8.5	4.8
Iowa	45.6	8.1	4.6
Kansas	47.1	7.2	3.9
Kentucky	55.9	14.6	6.0
Louisiana	70.1	16.6	9.8
Maine	48.1	9.1	4.5
Maryland	41.8	5.7	1.3
Massachusetts	47.7	5.1	1.5
Michigan	50.2	9.4	3.6
Minnesota	36.7	11.8	6.6
Mississippi	61.5	13.7	9.1
Missouri	48.7	11.5	4.5
Montana	44.5	12.3	7.7
Nebraska	39.5	7.1	4.5
Nevada	34.8	9.8	4.1
New Hampshire	39.2	1.9	0.3
New Jersey	42.9	4.6	1.6
New Mexico	51.1	19.6	11.5
New York	53.7	10.8	4.3
North Carolina	47.4	9.6	2.9
North Dakota	49.5	6.7	4.1
Ohio	50.1	8.1	2.2
Oklahoma	43.0	13.7	4.8
Oregon	37.1	7.5	4.5
Pennsylvania	47.7	7.4	3.1
Rhode Island	44.8	4.9	1.4
South Carolina	53.8	10.5	4.0
South Dakota	45.2	11.9	9.8
Tennessee	54.7	7.0	2.2
Texas	47.5	17.4	10.5
Utah	34.4	6.3	3.1
Vermont	40.6	4.8	3.7
Virginia	35.4	7.0	3.6
Washington	34.5	8.9	1.8
West Virginia	60.7	18.7	8.2
Wisconsin	38.2	5.5	2.2
Wyoming	37.1	6.7	5.2

* May or may not include a working mother.

Source: National Center for Children in Poverty, Columbia School of Public Health. Based on data from the March Current Population Surveys, 1991-1995, U.S. Bureau of the Census. Information on Puerto Rico was not included in the March Current Population Surveys.

Appendix C

Table 6: Fathers and Child Support*

Paternities established, child support collections, and administrative cost to child support enforcement agencies, 1995, by state

State	Paternity establishment (%)**	Total collections (%)	AFDC collections (%)	Non-AFDC collections (%)	Collections per CSE dollar spent ($)
USA	**50**	**19.4**	**12.4**	**27.4**	**3.59**
Alabama	57	21.2	10.0	19.4	2.24
Alaska	68	17.1	13.9	26.3	2.93
Arizona	56	11.7	6.3	9.6	1.48
Arkansas	61	25.9	18.1	35.2	2.75
California	31	13.9	12.4	20.1	2.17
Colorado	51	15.0	7.7	16.4	2.54
Connecticut	68	16.2	13.7	21.1	2.78
Delaware	73	27.9	18.3	32.3	2.23
District of Columbia	N.A.	10.5	6.5	14.1	2.03
Florida	N.A.	15.7	11.8	17.3	3.53
Georgia	91	18.9	13.8	19.9	3.50
Hawaii	49	24.9	16.8	29.0	2.36
Idaho	43	29.3	21.0	36.9	2.39
Illinois	39	10.8	6.9	17.9	2.23
Indiana	54	9.8	33.4	10.3	5.18
Iowa	66	21.4	14.3	28.3	4.72
Kansas	60	34.2	17.0	36.8	1.69
Kentucky	58	16.4	13.4	20.6	3.21
Louisiana	39	13.5	6.5	20.7	3.37
Maine	68	35.6	28.5	38.2	4.28
Maryland	67	23.0	13.3	34.7	4.07
Massachusetts	69	26.8	26.7	50.2	3.54
Michigan	70	15.4	4.5	42.4	7.82
Minnesota	66	40.4	23.5	53.5	3.96
Mississippi	24	12.7	6.7	21.7	2.16
Missouri	48	18.4	11.0	29.6	3.41
Montana	40	20.6	12.7	26.4	2.87
Nebraska	42	19.1	30.0	17.3	3.44
Nevada	64	21.7	1.5	21.7	2.08
New Hampshire	61	35.2	22.9	42.1	2.50
New Jersey	51	24.1	15.8	31.1	4.75
New Mexico	19	15.9	15.5	16.5	1.54
New York	42	15.0	12.1	18.2	3.39
North Carolina	49	22.1	11.5	40.4	2.40
North Dakota	58	25.0	16.5	29.9	4.13
Ohio	49	28.0	13.7	41.4	5.63
Oklahoma	16	18.4	13.1	21.3	2.70
Oregon	46	19.3	13.6	23.3	4.81
Pennsylvania	48	30.8	19.1	40.1	8.20
Puerto Rico	N.A.	23.4	3.7	38.7	3.96
Rhode Island	51	12.6	14.7	12.0	3.45
South Carolina	45	26.0	28.6	23.9	2.84
South Dakota	79	32.8	31.2	48.3	5.27
Tennessee	N.A.	11.2	4.3	17.8	3.75
Texas	49	19.4	8.6	27.5	3.01
Utah	67	19.5	10.3	32.6	1.96
Vermont	77	9.7	32.5	43.3	2.69
Virginia	50	37.6	38.1	39.6	3.63
Washington	70	33.3	25.6	48.2	3.35
West Virginia	66	24.3	12.7	32.2	3.24
Wisconsin	76	38.3	16.6	66.7	6.09
Wyoming	14	12.2	15.9	11.1	1.76

* Child support enforcement (CSE) functions include: paternity establishment, support order establishment, support collections, and child support distributions to families.

** The paternity establishment rate, also called the paternity standard, is the total number of children born out of wedlock receiving AFDC or CSE services for whom paternity has been established, divided by all children born out of wedlock who are receiving AFDC or CSE services.

Source: National Center for Children in Poverty, Columbia School of Public Health. Based on data from U.S. Department of Health and Human Services, Office of Child Support Enforcement (1997), *Child Support Enforcement: 20th Annual Report to Congress for the Period Ending September 30, 1995*.

Appendix D

Table 1
Number and percentage of children under 18 by family type, 1976–1996

	Children under 18 by family type									
	Married-couple families		Father-only families			Mother-only families			Not with parent	
	Number (1,000)	%	Number (1,000)	%	% among single-parent families	Number (1,000)	%	% among single-parent families	Number (1,000)	%
1976	52,915	81.0	863	1.3	7.3	10,904	16.7	92.7	673	1.0
1977	51,610	80.3	957	1.5	8.0	11,059	17.2	92.0	666	1.0
1978	50,176	79.1	1,059	1.7	8.4	11,507	18.1	91.6	686	1.1
1979	49,457	79.0	1,086	1.7	8.7	11,387	18.2	91.3	660	1.1
1980	48,284	77.9	1,126	1.8	8.6	11,936	19.3	91.4	600	1.0
1981	49,026	77.7	1,302	2.1	9.6	12,231	19.4	90.4	570	0.9
1982	47,680	76.1	1,252	2.0	8.7	13,103	20.9	91.3	630	1.0
1983	47,463	75.9	1,315	2.1	9.1	13,189	21.1	90.9	552	0.9
1984	47,246	75.7	1,416	2.3	9.7	13,112	21.0	90.3	604	1.0
1985	46,795	74.6	1,620	2.6	10.6	13,682	21.8	89.4	601	1.0
1986	47,131	74.8	1,602	2.5	10.5	13,701	21.7	89.5	598	0.9
1987	46,799	74.1	1,707	2.7	10.8	14,040	22.2	89.2	636	1.0
1988	46,036	72.5	1,754	2.8	11.4	13,594	21.4	88.6	2,115	3.3
1989	46,544	72.8	1,772	2.8	11.5	13,690	21.4	88.5	1,896	3.0
1990	46,503	72.3	1,993	3.1	12.6	13,874	21.6	87.4	1,973	3.1
1991	46,658	71.5	2,016	3.1	12.1	14,608	22.4	87.9	2,008	3.1
1992	46,638	70.5	2,182	3.3	12.4	15,396	23.3	87.6	1,957	3.0
1993	47,181	70.3	2,286	3.4	12.8	15,586	23.2	87.2	2,054	3.1
1994	48,105	69.0	2,253	3.2	12.1	16,331	23.4	87.9	3,077	4.4
1995	48,282	68.5	2,461	3.5	13.0	16,477	23.4	87.0	3,288	4.7
1996	48,229	67.8	2,759	3.9	14.0	16,993	23.9	86.0	3,166	4.5

Table 2
Number and percentage of children under 18 by father's and mother's education, 1976–1996

	Children under 18 by father's education						Children under 18 by mother's education					
	Less than high school graduate		High school graduate		More than high school graduate		Less than high school graduate		High school graduate		More than high school graduate	
	Number (1,000)	%	Number (1,000)	%	Number (1,000)	%	Number (1,000)	%	Number (1,000)	%	Number (1,000)	%
1976	14,706	27.3	19,267	35.8	19,820	36.8	19,064	29.9	29,162	45.7	15,595	24.4
1977	14,323	27.2	18,350	34.9	19,924	37.9	17,983	28.7	28,475	45.4	16,211	25.9
1978	13,057	25.5	18,187	35.5	20,016	39.0	17,288	28.0	27,799	45.1	16,597	26.9
1979	12,013	23.8	18,105	35.8	20,440	40.4	16,028	26.3	27,312	44.9	17,503	28.8
1980	11,254	22.8	17,703	35.8	20,469	41.4	15,151	25.2	27,112	45.0	17,956	29.8
1981	11,353	22.6	18,088	35.9	20,900	41.5	14,763	24.1	27,835	45.4	18,659	30.5
1982	10,354	21.2	17,433	35.6	21,165	43.2	14,295	23.5	27,434	45.1	19,054	31.3
1983	9,860	20.2	17,135	35.1	21,803	44.7	13,594	22.4	27,173	44.8	19,385	32.8
1984	9,103	18.7	17,636	36.2	21,953	45.1	12,943	21.4	26,977	44.7	20,438	33.9
1985	8,663	17.9	17,761	36.7	22,017	45.5	12,545	20.7	26,403	43.7	21,529	35.6
1986	8,600	17.6	18,031	37.0	22,160	45.4	12,126	19.9	26,723	43.9	21,983	36.1
1987	8,068	16.6	17,800	36.7	22,655	46.7	11,774	19.4	26,546	43.6	22,520	37.0
1988	7,521	15.7	17,298	36.2	23,009	48.1	10,895	18.3	25,693	43.1	23,066	38.7
1989	7,397	15.3	17,350	35.9	23,595	48.8	10,655	17.7	25,857	42.9	23,738	39.4
1990	7,481	15.4	17,059	35.2	23,956	49.4	10,389	17.2	24,814	41.1	25,174	41.7
1991	7,147	14.7	17,454	35.9	24,073	49.5	10,764	17.6	24,729	40.4	25,773	42.1
1992	7,388	15.1	17,021	34.9	24,411	50.0	11,515	18.6	23,809	38.4	26,710	43.1
1993	7,268	14.7	16,516	33.4	25,682	51.9	11,016	17.6	23,374	37.2	28,376	45.2
1994	7,558	15.0	15,886	31.6	26,906	53.4	11,360	17.6	22,619	35.1	30,458	47.3
1995	7,620	15.0	15,790	31.1	27,332	53.9	10,918	16.9	22,307	34.4	31,534	48.7
1996	7,864	15.4	15,993	31.4	27,131	53.2	11,415	17.5	21,727	33.3	32,081	49.2

Source: National Center for Children in Poverty, Columbia School of Public Health. Based on data from the March Current Population Surveys, 1976–1996, U.S. Bureau of the Census.

Appendix D

Table 3
Percentage of children under 18 with working parent(s) by father's or mother's working status, 1975–1995

	With full-time working fathers (%)	With part-time working fathers (%)	With full-time working mothers (%)	With part-time working mothers (%)
1975	78.5	21.5	34.1	65.9
1976	80.3	19.7	35.2	64.8
1977	81.4	18.6	36.2	63.8
1978	81.8	18.2	36.9	63.1
1979	82.2	17.8	38.1	61.9
1980	79.1	20.9	38.7	61.3
1981	78.6	21.4	39.0	61.0
1982	76.1	23.9	39.9	60.1
1983	77.4	22.6	41.9	58.1
1984	80.7	19.3	42.5	57.5
1985	80.7	19.3	42.2	57.8
1986	81.0	19.0	43.8	56.2
1987	82.5	17.5	45.4	54.6
1988	82.6	17.4	46.4	53.6
1989	83.0	17.0	45.5	54.2
1990	81.7	18.3	45.2	54.8
1991	80.3	19.7	46.9	53.1
1992	81.1	18.9	49.4	50.6
1993	82.8	17.2	48.2	51.8
1994	83.4	16.6	48.8	51.2
1995	84.3	15.7	49.9	50.1

Table 4
Poverty rate of children under 18 by family structure (%), 1975–1995

	In all single-parent families	In all two-parent families	In mother-only families with mother working full-time	In two-parent families with only father working full-time
1975	49.3	9.6	12.0	5.6
1976	48.1	8.3	10.2	5.4
1977	46.9	8.2	10.5	5.9
1978	46.9	7.8	10.9	5.2
1979	45.2	8.3	11.4	6.5
1980	47.5	10.0	10.3	7.5
1981	48.1	11.2	12.0	9.1
1982	51.5	12.5	13.4	9.6
1983	51.2	13.0	11.3	10.6
1984	49.7	12.0	12.2	9.9
1985	48.8	11.2	11.1	8.9
1986	49.6	10.3	11.6	8.8
1987	48.2	10.0	11.7	8.8
1988	48.2	9.3	13.0	9.5
1989	46.1	9.7	12.3	9.2
1990	48.1	10.1	13.6	11.6
1991	49.4	10.4	14.9	10.2
1992	49.2	10.6	14.4	10.3
1993	48.8	11.6	13.5	12.3
1994	47.5	10.9	14.8	13.6
1995	44.7	9.9	17.5	13.2

Source: National Center for Children in Poverty, Columbia School of Public Health. Based on data from the March Current Population Surveys, 1976–1996, U.S. Bureau of the Census.

Appendix E

Map 1: Level of Reported State Effort* to Promote Responsible Fatherhood

State reports implementing one of the five strategies—4 states.

State reports implementing two of the five strategies—9 states.

State reports implementing three of the five strategies—17 states.

State reports implementing four of the five strategies—15 states.

State reports implementing five of the five strategies—7 states.

Note: The map does not include pilot or planned initiatives. (See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives.) State refers to all 50 states plus the District of Columbia and Puerto Rico.

*Level of reported state effort is defined as implementing strategies intended to:

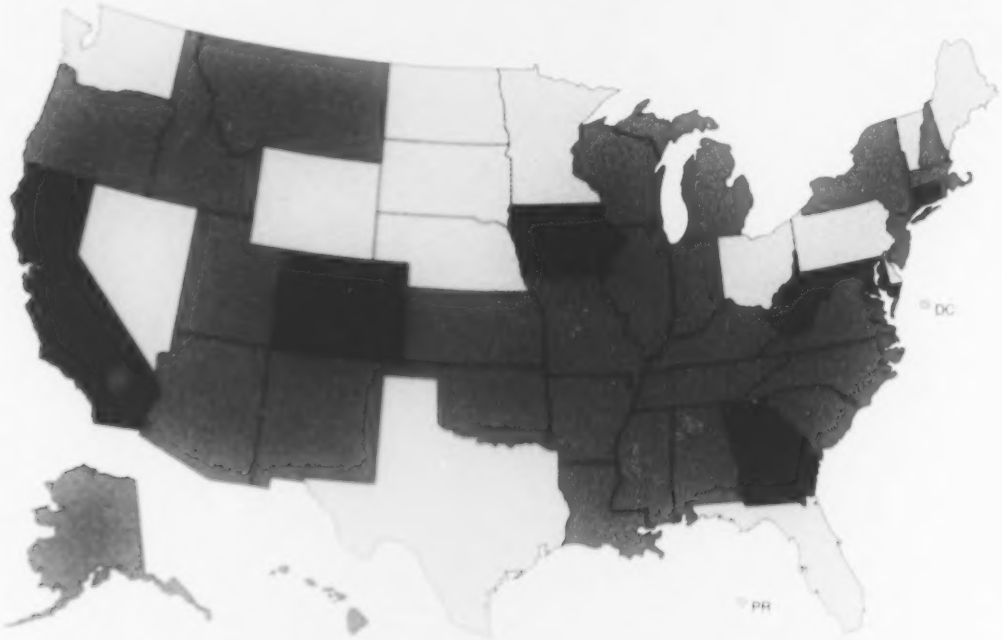
- Promote Public Awareness About Responsible Fatherhood
- Prevent Unwanted or Too-Early Fatherhood
- Enhance Fathers as Economic Providers
- Strengthen Fathers as Nurturers
- Promote Leadership Capacity

States Reporting Strategies Intended to:

Promote Public Awareness [38]		Prevent Unwanted or Too-Early Fatherhood [37]		Enhance Fathers as Economic Providers [44]		Strengthen Fathers as Nurturers [32]		Promote Leadership Capacity [18]
Alabama	New Hampshire	Alabama	New Hampshire	Alabama	Nebraska	Alaska	New Jersey	Alabama
Alaska	New Jersey	Alaska	New Jersey	Alaska	New Hampshire	Arizona	New Mexico	Arizona
Arizona	New Mexico	Arizona	New Mexico	Arizona	New Jersey	Arkansas	Oklahoma	Colorado
Arkansas	New York	California	North Carolina	Arkansas	New Mexico	California	Pennsylvania	Florida
California	North Carolina	Connecticut	North Dakota	Connecticut	New York	Connecticut	Texas	Hawaii
Colorado	Oklahoma	Delaware	Ohio	Delaware	North Carolina	Delaware	Utah	Indiana
Connecticut	Oregon	DC	Oklahoma	DC	North Dakota	Florida	Vermont	Iowa
Georgia	Rhode Island	Florida	Oregon	Florida	Ohio	Hawaii	Virginia	Maryland
Hawaii	South Carolina	Georgia	Rhode Island	Georgia	Oklahoma	Idaho	Wisconsin	Massachusetts
Idaho	Tennessee	Hawaii	South Dakota	Hawaii	Oregon	Illinois	Wyoming	Michigan
Illinois	Utah	Idaho	Tennessee	Idaho	Puerto Rico	Indiana		Minnesota
Indiana	Virginia	Illinois	Texas	Illinois	Rhode Island	Iowa		Missouri
Iowa	West Virginia	Indiana	Vermont	Iowa	South Carolina	Kansas		New Jersey
Kansas	Wisconsin	Kentucky	West Virginia	Kansas	South Dakota	Louisiana		New Mexico
Kentucky		Louisiana	Wyoming	Kentucky	Tennessee	Maine		North Carolina
Louisiana		Maine		Maine	Texas	Maryland		Oregon
Maryland		Maryland		Maryland	Vermont	Massachusetts		Tennessee
Massachusetts		Massachusetts		Massachusetts	Virginia	Michigan		Virginia
Michigan		Michigan		Michigan	Washington	Minnesota		
Mississippi		Minnesota		Minnesota	West Virginia	Missouri		
Missouri		Missouri		Mississippi	Wisconsin	Montana		
Montana		Nevada		Montana	Wyoming	Nevada		

Appendix E

Map 2: Level of Reported State Activity to Promote Public Awareness About Responsible Fatherhood



State did not report implementing any public-awareness strategies—16 states.

State reports implementing at least one public-awareness strategy—29 states. (including: (1) public service announcements, posters, press conferences, internet, and/or single publications with the following focus(es): promoting involvement, thanking fathers, use of professional sports teams, focusing on teens, "most wanted" lists/campaigns, or unspecified; (2) conferences, summits, public forums; (3) other (e.g., community bulletin boards, violence prevention campaigns.)

State reports implementing public-awareness strategies linked with a program strategy, community mobilization effort, or comprehensive statewide approach—7 states.

Note: The map does not include pilot or planned initiatives.
(See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives.)

States Reporting Public Awareness Strategies

Public Service Announcements, Posters, Press Conferences, internet, Single Publication						
Promoting Involvement, Thanking Fathers [15]	**Sports Teams** [7]	**Teens** [5]	**Most Wanted** [5]	**Unspecified** [7]	**Conferences, Summits, Public Forums** [7]	**Other** (e.g., community bulletin boards, violence prevention campaigns) [4]
Alabama	Arizona	Hawaii	Kansas	Alaska	Georgia*	Maryland*
California*	Colorado*	Idaho	Mississippi	Arkansas	Indiana	New Jersey
Connecticut*	Indiana	Kentucky	New York	Missouri	Iowa*	Tennessee
Georgia*	Massachusetts	New Mexico	Oklahoma	Montana	Maryland*	West Virginia*
Illinois	Michigan	West Virginia*	Wisconsin	Oregon	North Carolina	
Iowa*	New York			Utah	South Carolina	
Indiana	Rhode Island			Virginia	Virginia	
Kentucky						
Louisiana						
Maryland*						
Michigan						
Missouri						
New Hampshire						
New Mexico						
Oklahoma						

* Linked. (Campaign integrated with program strategy, community mobilization efforts, or comprehensive statewide approach.)

Appendix E

Map 3: Level of Reported State Activity* to Prevent Unwanted or Too-Early Fatherhood

State did not report implementing any strategies intended to prevent unwanted or too-early fatherhood—15 states.

State reports implementing one strategy intended to prevent unwanted or too-early fatherhood—25 states.

State reports implementing two strategies intended to prevent unwanted or too-early fatherhood—6 states.

State reports implementing three strategies intended to prevent unwanted or too-early fatherhood—4 states.

State reports implementing four strategies intended to prevent unwanted or too-early fatherhood—2 states.

Note: The map does not include pilot or planned initiatives.
(See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives.)

* States report strategies intended to prevent unwanted or too-early fatherhood in seven subcategories: (1) community-based programs; (2) school-linked curricula; (3) school-linked programs/services; (4) statutory rape; (5) parenting education, mentors; (6) community mobilization or state strategic plan; (7) other (e.g., program for incarcerated teens, education policy, videos, putative father registry).

States Reporting Strategies Intended to Prevent Unwanted or Too-Early Fatherhood:

Community-based Programs [13]	**School-linked Curricula** [9]	**School-linked Programs/Services** [5]	**Statutory Rape** [7]	**Parenting Education, Mentors** [7]	**Community Mobilization or State Strategic Plan** [7]	**Other** (e.g., program for incarcerated teens, education policy, videos, putative father registry) [9]
Alaska	Alabama	Hawaii	California	Georgia	California	California
California	Arizona	Kentucky	Connecticut	Indiana	District of Columbia	Hawaii
Delaware	Hawaii	Minnesota	Delaware	Kentucky	Michigan	Louisiana
Georgia	Kentucky	New Jersey	Florida	Louisiana	Nevada	Maine
Idaho	Michigan	Rhode Island	Massachusetts	Minnesota	New Mexico	Missouri
Illinois	Minnesota		Oregon	Rhode Island	North Dakota	Nevada
Kentucky	New Hampshire		Texas	Wyoming	Rhode Island	New Mexico
Maryland	South Dakota					Ohio
Missouri	West Virginia					Oklahoma
New Mexico						
North Carolina						
Tennessee						
Vermont						

Appendix E

Map 4: Level of Reported State Activity* to Enhance Fathers as Economic Providers

State did not report implementing any strategies to enhance fathers as economic providers—8 states

State reports implementing one strategy to enhance fathers as economic providers—11 states

State reports implementing two strategies to enhance fathers as economic providers—13 states

State reports implementing three strategies to enhance fathers as economic providers—9 states

State reports implementing four strategies to enhance fathers as economic providers—9 states

State reports implementing five or more strategies to enhance fathers as economic providers—2 states

Note: The map does not include pilot or planned initiatives.
(See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives.)

* States report strategies intended to enhance fathers as economic providers in six subcategories: (1) benefits to two-parent families; (2) license revocation; (3) employment related; (4) paternity establishment; (5) improving child support enforcement; (6) other (e.g. state Earned Income Tax Credit (EITC); minimum wage higher than federal requirements).

** Missouri has pilot efforts demonstrating a higher scope and level of commitment than is reflected here.

States Reporting Strategies Intended to Enhance Fathers as Economic Providers

Benefits to Two-Parent Families [24]		**License Revocation** [25]		**Employment Related** [18]	**Paternity Establishment** [27]		**Improving Child Support Enforcement** [5]	**Other** (e.g. state EITC; minimum wage higher than federal requirements) [11]
Alabama	South Dakota	Alabama	Rhode Island	Connecticut	Alabama	New Mexico	Arkansas	Alaska
Alaska	Tennessee	Alaska	South Carolina	Florida	Arizona	New York	Delaware	Connecticut
Connecticut	Texas	Delaware	South Dakota	Georgia	DC	North Carolina	Illinois	Iowa
Delaware	Vermont	DC	Texas	Illinois	Georgia	North Dakota	Oregon	Kentucky
Florida	Washington	Idaho	Washington	Kentucky	Hawaii	Oregon	Puerto Rico	Maryland
Georgia	Wyoming	Illinois	West Virginia	Maine	Illinois	Rhode Island		New Jersey
Hawaii		Kansas	Wyoming	Minnesota	Iowa	Texas		New Mexico
Illinois		Kentucky		Montana	Kansas	Vermont		North Carolina
Maine		Maine		New Jersey	Kentucky	Wyoming		Ohio
Maryland		Maryland		North Carolina	Maine			Texas
Montana		Michigan		Oklahoma	Maryland			Vermont
New Jersey		Mississippi		Rhode Island	Massachusetts			
New Mexico		Montana		South Carolina	Michigan			
North Carolina		New Hampshire		South Dakota	Mississippi			
Ohio		New Jersey		Virginia	Montana			
Oklahoma		New Mexico		Washington	Nebraska			
Rhode Island		New York		Wisconsin	New Hampshire			
South Carolina		North Dakota		Wyoming	New Jersey			

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Appendix E

Map 5: Level of Reported State Activity* to Strengthen Fathers as Nurturers

State did not report implementing any strategies intended to promote fathers as nurturers—20 states

State reports implementing one strategy intended to promote fathers as nurturers—20 states

State reports implementing two strategies intended to promote fathers as nurturers—9 states

State reports implementing three strategies intended to promote fathers as nurturers—2 states

State reports implementing four strategies intended to promote fathers as nurturers—1 state

Note: The map does not include pilot or planned initiatives.
(See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives.)

* States report strategies intended to strengthen fathers as nurturers in six subcategories: (1) service/education strategies related to divorce (counseling, mediation, or parent education and/or visitation); (2) explicit parenting component to job training for low-income fathers; (3) father-friendly work environment; (4) parenting education/support for fathers; (5) meeting needs of incarcerated fathers; (6) other (e.g., no-fault divorce laws, family support network, joint custody assumption at divorce).

States Reporting Strategies Intended to Strengthen Fathers as Nurturers

Service/education strategies related to divorce:						
Counseling, Mediation, or Parent Education [12]	**Visitation** [3]	**Explicit Parenting Component to Job Training for Low-Income Fathers** [4]	**Father-Friendly Work Environment** [4]	**Parenting Education/ Support for Fathers** [6]	**Meeting Needs of Incarcerated Fathers** [6]	**Other** (e.g., Father and Family Practitioner Network) [13]
Arizona	Hawaii	Connecticut	Alaska	Arkansas	Arkansas	California
Hawaii	Michigan	Illinois	California	Florida	Delaware	Idaho
Iowa	Oklahoma	Louisiana	Virginia	Hawaii	Illinois	Iowa
Kansas		Nevada	Wyoming	Indiana	Maryland	Maine
Michigan				Minnesota	Missouri	Massachusetts
Missouri				Oklahoma	New Jersey	Missouri
Montana					Oklahoma	Montana
New Jersey					Vermont	New Jersey
New Mexico					California†	New Mexico
Utah					Louisiana†	Oklahoma
Vermont					Missouri†	Pennsylvania
Wisconsin					New Mexico†	Texas
						Utah

† These states have programs for incarcerated teens intended to prevent unwanted or too early fatherhood.

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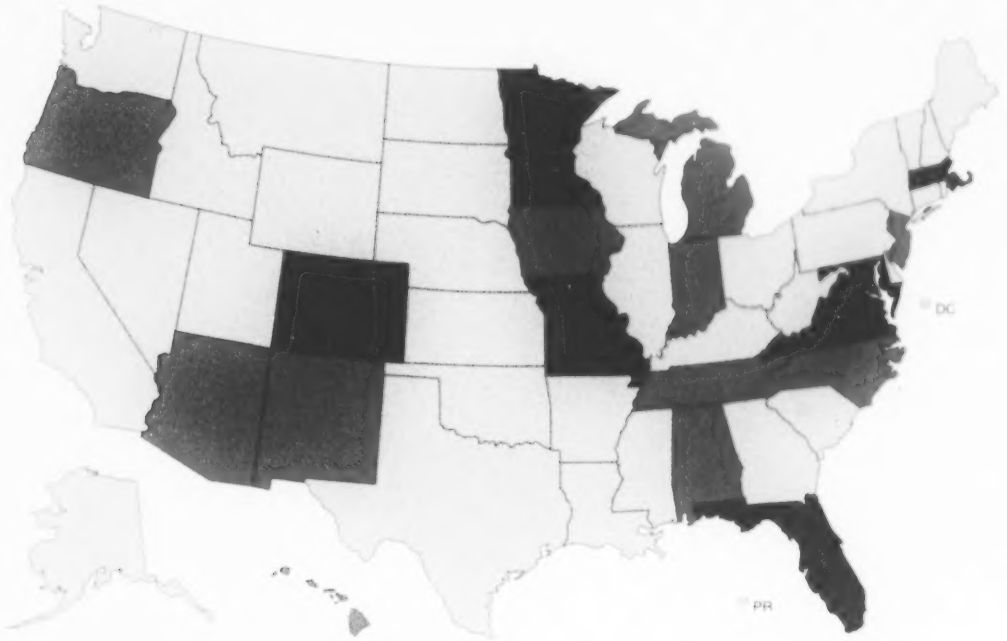
Appendix E

Map 6: Level of Reported State Effort* to Promote Leadership Capacity



State did not report implementing any strategies intended to promote leadership capacity—34 states.

State reports implementing one strategy intended to promote leadership capacity—11 states.

State reports implementing two strategies intended to promote leadership capacity—7 states.

Note: The map does not include pilot or planned initiatives.
(See Appendix B for a table of all state-reported initiatives, including pilot and planned initiatives.)

* States report strategies intended to promote leadership capacity in five subcategories: (1) state-level leadership designated individual; (2) coordinating interagency body, commission or task force; (3) community mobilization strategy; (4) mini-grants; (5) other (e.g., Father and Family Practitioner Network).

States Reporting Strategies Intended to Promote Leadership Capacity

State-Level Leadership Designated Individual [3]	Coordinating Interagency Body, Commission, or Task Force [8]	Community Mobilization Strategy [5]	Mini-Grants [7]	Other (e.g., Father and Family Practitioner Network) [2]
Colorado	Arizona	Hawaii	Florida	Alabama
Maryland	Colorado	Maryland	Indiana	Massachusetts
Tennessee	Florida	Minnesota	Minnesota	
	Iowa	Missouri	New Jersey	
	Massachusetts	Virginia	New Mexico	
	Michigan		Oregon	
	Missouri		Virginia	
	North Carolina			

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Appendix F

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APPENDIX G

NATIONAL RESOURCES FOR ENCOURAGING RESPONSIBLE FATHERHOOD

Note: This list reflects the variety of institutions and organizations concerned about responsible fatherhood. Many of the groups have information sites on the Internet.

AT-HOME DAD
Chat Group/Network/Newsletter/Play Groups
61 Brightwood Avenue
North Andover, MA 01845
Tel: (508) 685-7931
E-mail: athomedad@aol.com
WWW: http://www.parentsplace.com/readroom/athomedad/index.html/
Contact: Peter Baylies, Editor and Publisher

CENTER FOR FATHERS, FAMILIES, AND PUBLIC POLICY
c/o Family Resource Coalition
200 South Michigan Avenue, 16th Floor
Chicago, IL 60604
Tel: (312) 341-0900
Fax: (312) 341-9361
Contacts: Kirk E. Harris, Institute Director
David Pate, Lead Consultant

COALITION OF COMMUNITY FOUNDATIONS FOR YOUTH
1055 Broadway, Suite 170
Kansas City, MO 64105
Tel: (816) 842-4246
Fax: (816) 842-7907
E-mail: ccfy@gkccf.org
Contact: Cindy Sesler Ballard, Executive Director

COMMISSION ON HEALTH CARE FINANCE
2100 Martin Luther King Avenue, SE., Suite 302
Washington, DC 20020
Tel: (202) 727-0735
Fax: (202) 727-5645/(202) 610-3209
Contact: Paul Offner, Commissioner

FATHER-TO-FATHER PROJECT
Children, Youth, and Family Consortium
University of Minnesota
12 McNeal Hall
1985 Buford Avenue
St. Paul, MN 55108
Tel: (612) 625-8285
Fax: (612) 626-1210
WWW: http://www.cyfc.umn.edu/Fathernet/ftf.htm/
Contacts: Martha Farrell Erickson, Director
Michael Tratt, Coordinator

THE FATHERHOOD PROJECT
NATIONAL PRACTITIONERS NETWORK FOR FATHERS AND FAMILIES
Families and Work Institute
330 Seventh Avenue
New York, NY 10001
Tel: (212) 465-2044 Extention 225
Fax: (212) 465-8637
WWW: http://www.fatherhoodproject.org
Contacts: James Levine, Director
Ed Pitt, Associate Director

THE FUNDERS COLLABORATIVE ON FATHERS AND FAMILIES
c/o The Annie E. Casey Foundation
701 Saint Paul Street
Baltimore, MD 21202
Tel: (800) 222-1099 or (410) 223-2937
Fax: (410) 547-6624
WWW: http://www.aecf.org
Contact: Ellen Pagliaro, Planning Associate

INSTITUTE FOR MENTAL HEALTH INITIATIVES
4545 42nd Street, NW, Suite 311
Washington, DC 20016
Tel: (202) 364-7111
Fax: (202) 363-3891
E-mail: instmhi6@aol.com
WWW: http://www.imhi.org/imhi
Contact: Michael Benjamin, Executive Director

THE INSTITUTE FOR RESPONSIBLE FATHERHOOD AND FAMILY REVITALIZATION
1146 19th Street, NW, Suite 800
Washington, DC 20036
Tel: (202) 293-4420
Fax: (202) 293-4288
E-mail: irffr6@aol.com
Contact: Charles A. Ballard, President

MANPOWER DEMONSTRATION RESEARCH CORPORATION
3 Park Avenue
New York, NY 10016
Tel: (212) 532-3200
Fax: (212) 684-0832
WWW: http://www.mdrc.org
Contact: Gordon Berlin, Senior Vice President

NATIONAL CENTER FOR FATHERING
10200 West 75th Street, Suite 267
Shawnee Mission, KS 66204
Tel: (913) 384-4661
Fax: (913) 384-4665
E-mail: ncf6@aol.com
WWW: http://www.fathers.com
Contact: Ken Canfield, President

NATIONAL CENTER ON FATHERS AND FAMILIES
University of Pennsylvania
3819 Chestnut Street, Suite 325
St. Leonards Court
Philadelphia, PA 19102
Tel: (215) 573-5500
Fax: (215) 573-5508
WWW: http://www.upenn.edu/gse/ncoff/index.htm/
Contact: Vivian L. Gadsden, Director

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NATIONAL FATHERHOOD INITIATIVE
1 Bank Street, Suite 160
Gaithersburg, MD 20878
Tel: (301) 948-0599
Fax: (301) 948-4325
E-mail: nfi1995@aol.com
WWW: http://www.register.com/father
Contact: Wade Horn, Ph.D., Director

PUBLIC/PRIVATE VENTURES
22005 Market Street, Suite 900
Philadelphia, PA 19103
Tel: (215) 557-4400
Fax: (215) 557-4469
WWW: http://tap.epn.org/ppv/
Contact: Gary Walker, President

THE URBAN INSTITUTE
2100 M Street, NW
Washington, DC 20037
Tel: 202-833-7200/(202) 857-8575
Fax: (202) 429-0687
E-mail: paffairs@ui.urban.org
WWW: http://www.urban.org
Contacts: Freya Sonenstein, for Fathering Issues
Elaine Sorensen, for Child Support Issues

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
200 Independence Avenue, SW
Washington, DC 20201
Tel: (202) 690-6806 or (202) 690-7507
Fax: (202) 690-6562
E-mail: mellgren@osaspe.dhhs.gov
Contact: Linda Mellgren, Social Science Analyst

APPENDIX H

BIBLIOGRAPHY

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